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ABSTRACT

A hearing was held to discuss the reauthorization of the Follow Through Act, legislation designed to combine the resources of local schools, universities, and parents to consolidate and enhance gains that low-income children make in preschool program such as Head Start. Testimony concerned: (1) characteristics of high quality Follow Through Programs in the early elementary grades; (2) ways of insuring that characteristics of high quality early childhood programs are continued in kindergarten and elementary school grades; (3) the need for increased federal support for Follow Through; (4) recommendations for improving the national Follow Through Program; (5) long-term results of the Follow Through Program in the city schools of Richmond, Virginia; (6) experiences with Follow Through in the Leflore County School District in Northwest Mississippi; and (7) a rationale for the reauthorization of the Act that is based on the program's effectiveness, characteristics, and potential. Materials submitted for the record include panelists' statements, testimony on the program's effectiveness, a statement of Follow Through's purposes and its leadership role in educating young children, and additional letters of support from participating teachers, parents, and children. (RH)

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HEARING ON THE REAUTHORIZATION OF THE FOLLOW THROUGH ACT

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HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, FEBRUARY 21, 1990

Serial No. 101-93

Printed for the use of the Committee on Education and Labor

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HEARING ON THE REAUTHORIZATION OF THE FOLLOW THROUGH ACT

WEDNESDAY, FEBRUARY 21, 1990

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to notice, at 2:10 p.m. in Room 2261, Rayburn House Office Building, Hon. Dale E. Kildee [Chairman] presiding.

Members present: Representatives Kildee, Poshard and Tauke.

Staff present: Susan Wilhelm, staff director; S. Jefferson McFarland, legislative counsel; Lisa Morin, professional staff member; Lynn Selmser, professional staff member; and Margaret Kajeckas, legislative assistant/clerk.

Chairman KILDEE. The Subcommittee on Human Resources meets this afternoon to discuss the reauthorization of the Follow Through Act. Follow Through is a unique program combining the resources of local schools, universities and parents to consolidate and enhance, in the early elementary grades, the gains which low-income children have made in preschool programs, such as Head Start.

While Head Start has, over the years, been widely recognized for the important services it provides to at-risk children, Follow Through has not enjoyed the same level of recognition. Yet, the research on the program has found that Follow Through children experience impressive gains in reading, math and language arts.

Additionally, Follow Through research has shown that these children subsequently are less likely to need special education services, less likely to drop out of school and less likely to be held back. Clearly, this is an investment in disadvantaged children and a wise use of public funds.

Yet, for the last ten years, Follow Through has been zeroed out of the president's budget. While it is very commendable that President Bush has requested increased funding for Head Start, I am disappointed that he has continued the Reagan Administration policy of ignoring the need for the kinds of transitional services provided in Follow Through programs.

Head Start and Follow Through were designed to be complementary programs, and a need for one strongly implies a need for the other. I have often said that the role of government is to promote, protect, defend and enhance human dignity. This role is exempli-

fied by, I believe, the strong parental involvement that is found in the Follow Through program.

I want to welcome all of our witnesses. While the Department of Education was invited to send a representative to testify, we are informed that no one is available today; however, they have provided us with a written statement which, without objection, will be made a part of the record.

Additionally, our witness representing the Leflore County Schools in Mississippi, Dr. Ann Adams, has provided us with letters from some of her Follow Through students which, without objection, will also be made a part of the record.

[The prepared statement of the Department of Education and the letters of the Leflore County students follow:]

Statement of the Department of Education
on Reauthorization of the Follow Through Program

Submitted to the Subcommittee on
Human Resources
Committee on Education and Labor
February 21, 1990

The Follow Through program was initiated in 1967 as a federally funded experimental program to design and disseminate models of compensatory education for low-income children in the early elementary grades (K-3). By 1981, 48 Follow Through projects representing a total of 13 different Follow Through model programs had been validated by the Department's Joint Dissemination Review Panel (JDRP) and incorporated into the National Diffusion Network. Among federally supported educational programs at that time, Follow Through had the highest proportion of JDRP-validated local projects.

By 1983, model programs disseminated by Follow Through sponsors and local participants were affecting the education of more than two million children in 714 communities across the Nation. By the mid-1980's Follow Through had made a significant impact on primary education in the United States through districtwide, citywide, and even statewide adoptions of the model programs.

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Despite the impressive evidence that the Follow Through experiment could be considered complete, the Follow Through program was reauthorized through fiscal year 1990 by the Human Services Reauthorization Act of 1986. Following the reauthorization the Department published new regulations in the Federal Register on October 19, 1987. Under the new regulations primary emphasis is placed on the demonstration and dissemination of effective approaches specifically designed to improve the school performance of children from low-income families. Successful applicants in the FY 1988 grant competition were awarded three-year grants, running July 1, 1988-June 30, 1991, to demonstrate and develop dissemination plans for their approaches to early childhood education.

The Department, therefore, sees no need to reauthorize the Follow Through program when its authority expires in 1990. By the end of the current grant period the program will have had 24 years to test and disseminate its various models. The models have been proven effective. The only remaining task is for school districts to adopt or adapt the models to their particular circumstances. The Chapter 1 basic grants program, for which the FY 1991 budget request is $4.36 billion, is a logical source of support for the Follow Through models, particularly with its new emphasis on program improvement.

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Furthermore, the Department requests doubling the size of the Even Start program to $46 million for FY 1991. The Even Start program integrates early childhood education and adult education programs. Parents receive basic skills instruction and also receive help in becoming partners in their children's education. The Department believes that increased funding for Even Start could help make other programs such as Head Start and Chapter 1 become even more effective by helping disadvantaged children to sustain the progress made in preschool programs as they make the transition into elementary school. The Even Start program, therefore, will address the same goals as Follow Through, but will have a much more substantial impact on the education of at-risk youth. Finally, activities to improve educational programs for children in the early grades can also be carried out under the Chapter 2 block grant program.

Follow Through should be recognized as a program that has both achieved its purpose and duplicates other more flexible authorities, and should be allowed to terminate at the end of its current authorization.

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21BThurman Drive
Greenwood,MS.38930
February 13,1990

The Honorable Dale E.Kildee
Chairman
Subcommittee on Human Resource
House of Representives
Cannon House Office Building
Washington,D.C.20515

Dear Mr.Chairman:

How are you doing?I'm doing fine. I been in Follow-Through for three years.I have learned how to write letters,how to use Punctuation marks correctly,Synonyms,how to plant seeds,how to abbreviate words and many other skills. I've had fun working with the Magic Slate, Top Reader Club, Number Muncher and with the Jack and the Bean stalk.Mrs.McCain does a great job of teaching me . So,please don't cut out Follow-Through program.

Very truly yours,
Tineata Boldien

Tineata Boldien

Rt. 5 Box 180
Greenwood,MS.38930
February 13, 1990

The Honorable Dale E. Kildee
Chairman
Subcommittee on Human Resources
U.S. House of Representatives
320 Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

I love Follow-Through alot.I've learned Math, Language,Science and Reading skills.My teacher has taught me all of them. Please don't let Follow-Through down. We try hard to pass our skills that our teacher has taught us. I've learned how to work on the computers. I learned everything in Follow-Through. I like the whole classroom.I like to come to school and learn my skills that my teacher teaches us.

Very truly yours,
John Brown

John Brown

Delta Apt.2-D
Greenwood,MS.38930
February 13,1990

The Honorable Dale E.Kildee
Chairman
Subcommittee on Human Resources
U.S.House of Representatives
320 Cannon House Office Building
Washington,D.C.20515

Dear Mr.Chairman:

I like Follow-Through very much. I like to go to my areas and learn.Everyday I come to school and learn a lot.When my teacher starts to teach,I pay attention to her and listen.My teacher helps me a lot.Please do not cut off Follow-Through because it is so important to me.We have a lot of fun in the Areas.I like Amanda Elzy Elementary School.This is my third year in Follow-Through.Follow-Through means a lot to me because Follow-Through has helped me so much.We have six areas in myclass room.I have lot's of fun in the Computer Area and the Art Area.My teacher is so nice to me.

Very truly yours,
Latasha Carter

Latasha Carter

1011 Clay Ave.
Greenwood,Ms.38930
February 13,1990

The Honorable Dale E.Kildee
Chairman
Subcommittee on Human Resources
U.S. House of Representatives
320 Cannon House Office Building
Washington,D.C. 20515

Dear Mr.Chairman:

I love Follow Through.I'velearned a lot of things in this class.We have so many things to help us to learn. Ilove to do lots of things in Follow-Through.Mrs.McCain make things to help us do better in class.Please do not take the Follow Through program away. If the program is cut,the other boys and girls will not have the opportunity to do the things we did in Follow-Through,we love Follow-Through very much and please do not take it away from the other boys and girls.

Very truly yours,
LaShante Golden

LaShante Golden

2226 R Luther Drive
Greenwood,MS.38930
February 13, 1990

The Honorable Dale E. Kildee, Chairman
Subcommittee on Human Resources
U.S. House of Representatives
320 Cannon House Office Building
Washington, D.C. 20515

Dear Mr.Chairman:

I've been in Follow Through for three years.I have learned a lot about it.I learned how to write creative stories and how to work on the computers.So why stop this program ? This is an educational program.When we go to our areas our teacher helps us a lot.We have learned many things about this program.I have been in this program and I feel that other children should be in Follow Through.On the computers ,I work with Magic Slate , Print Shop and Number Munchers.Those games are fun.This program is excellent I would hate it if this program was cut off.

Very truly yours,
LaAndrea Ellis
LaAndrea Ellis

Rt.5, Box 222
Greenwood,MS.38930
February 13, 1990

The Honorable Dale E. Kildee
Chairman
Subcommittee on Human Resources
U.S. House of Representatives
320 Cannon House Office Building
Washington, D.C. 20515

Dear Mr.Chairman:
This is only my first year in Follow-Through. I have had a wnderful time. Mrs.McCain is the is the best teacher that I know. Mrs.McCain has encouraged us to do more things. I've learned to do things in the areas. I've learned how to make things in the Art Area. I've learned more than I would in the other classes. And I would like for other children to have the same opportunity that I have had in the Follow-Through program from other children and that would make me and the other children in the Follow-Through program very happy.

Very truly yours,
Robert Moore

Robert Moore

Chairman KILDEE. Students a few years from now will be able to check the Congressional Record and see their work in that record.

As a matter of fact, we keep, of course, copies of the Record in the Library of Congress, but also, in case we do not have the wisdom to keep the peace, which I think we have greater signs we will do now, extra copies of the Congressional Record, along with all government archives, are kept deep in the mountains of Maryland in case of our failure to avoid nuclear war.

A thousand years from now, no matter what happens, historians will read the letters of the students from Greenwood, Mississippi, in the Congressional Record.

I would like to call upon now the ranking Republican Member of the subcommittee, Mr. Tauke. Tom, do you have an opening statement?

Mr. TAUKE. Yes, thank you, Mr. Chairman. First of all, Mr. Chairman, I wish to thank you and commend you for holding this hearing on Follow Through, a program which has provided important insights into effective strategies for educating the disadvantaged.

This program became a competitive grant program in 1986 and currently, there are 63 Follow Through projects funded in 1988 for three years, through June 31, 1991. The appropriation for fiscal year 1989 was $7.2 million.

As you know, Mr. Chairman, there has been a lot of disagreement about whether Follow Through was intended to be a program similar in scope and size to Head Start or more of a demonstration program to test innovative educational approaches.

The legislative history just isn't clear as to what the intent was for this program. Department regulations, however, have favored the latter interpretation, meaning that it has continued as a demonstration program.

The fact is that Follow Through, whether by design or implementation, has been a demonstration program. As we focus our attention on the reauthorization, we are clearly at a crossroads. The senior Republican on our committee, Mr. Goodling, has been circulating information to the members demonstrating some of the challenges we face with the Head Start Program.

Head Start has demonstrated progress for students in the years immediately following their experiences as part of that program, but we have not been able to maintain those gains over the long haul.

Consequently, there is considerable feeling among many of the members I know that we need to look beyond the Head Start Program to see what we can do in order to maintain the gains that students achieve as a result of their Head Start experience.

The Follow Through Program should give us some insight into some of the strategies that have worked in the past, but it would appear as if we need to make some decision as to how we are going to develop a program that is something more than a demonstration program.

I look forward to hearing the testimony of our witnesses, Mr. Chairman, and I think that we are going to have some interesting discussions, both in the committee room and outside the committee room, as we attempt to figure out how to make certain that the

benefits of Head Start are carried on throughout the student career of those children who need this kind of assistance.

Chairman KILDEE. Thank you very much. Mr. Poshard.

Mr. POSHARD. Thank you, Mr. Chairman. I think one of the more costly parts of our educational system today is the remediation process through which so many of our disadvantaged children, especially, have to undergo even at an early age in some of the earlier grades; that's why Head Start and some of the programs that get at children at a very early age are so important.

Follow Through has at least participated in one area that I think is so terribly important if we are ever going to get our educational system on its feet, so to speak, and that is parent participation.

I honestly look at many of the problems that we have in education today and think whether or not we are ever going to solve some of them if we do not continue to get adequate parent involvement in the education system.

My wife is a third grade teacher. There have been times when she has sent home 25 slips to parents of children asking them just to come in and talk to her, children who were doing well and children who were doing poorly. If she gets five of the 25 in, she is very, very lucky to discuss their children's education.

We cannot have an adequate education system without parental involvement in the education of the children. Follow Through has, in their model prototype programs, done an excellent job in getting one-on-one parenting education with their children, which is so essential, especially in the early childhood phase.

So, to the extent that we get the one-on-one teaching with the children, we get parent involvement, we get younger parents involved, I think the program has been a model of success.

I am just glad to serve on this committee, Mr. Chairman, and listen to the testimony. I am going to have to run in and out, as I've got some folks waiting in the hallway.

Chairman KILDEE. I appreciate you being here today. You created a quorum.

I'd like to call on our first panel now. The first panel consists of Dr. Barbara Willer, Public Affairs Director, National Association for the Education of Young Children; and, Dr. Thomas Schultz, Project Director for Early Childhood Education, National Association of State Boards of Education.

Dr. Willer.

STATEMENTS OF BARBARA WILLER, PH.D., PUBLIC AFFAIRS DIRECTOR, NATIONAL ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN; AND, THOMAS SCHULTZ, ED.D., PROJECT DIRECTOR FOR EARLY CHILDHOOD EDUCATION, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

Dr. WILLER. Thank you, Mr. Kildee. It is a real pleasure to be here and to also hear the opening comments. There is quite a bit of understanding among you about the importance of this program and the importance of early children education in general, so that it is very nice to come up and sit here and share my remarks in that regard.

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I am here today on behalf of the National Association for the Education of Young Children and particularly our president, Ellen Galinsky, who once worked with the Follow Through Program at Bank Street College in New York City, and to talk about some of our principles in terms of statements of beliefs that have relevance to the Follow Through concept.

I will particularly talk about the characteristics that are important both in preschool services, but then also following through into the elementary grades, in terms of providing high quality, comprehensive services, particularly for children who are at risk for later educational failure.

I think that one of the most remarkable things about Follow Through over the past two decades has been its embodiment of the principle that no matter how good an early childhood program, it cannot be and will not be an inoculation or a miracle cure that can somehow prepare children to withstand poor schooling, later disadvantage, all social ills.

Sometimes, too often, we look at high quality preschool services as this miracle cure that will help children withstand all of our social problems and it simply cannot do that. This by no means should be an indictment of early childhood programs; far from it.

Rather, we need to look at the characteristics that make early childhood programs good in the preschool years and see if there are those characteristics that can then be followed through into the elementary grades, as well, those characteristics that promote high quality.

We know what those characteristics are and, frankly, when looking at the design of the Follow Through project, all of those principles are there. One of the key principles is that programs are designed to reflect developmentally appropriate curriculum and developmentally appropriate teaching practices.

Developmentally appropriate is a phrase that has made its way into the lexicon in the last few years and really focuses on an individualized approach to learning, and one that recognizes that there are unique characteristics, both of different age groups, so that when you teach second graders, you don't use the same strategy as when you are working with three or four-year-olds.

Equally importantly, there are unique individual characteristics that must be brought into account in terms of the individual children. Their interests, abilities, are all unique to themselves and need to be appreciated just as ethnic, cultural and linguistic heritage also need to be appreciated.

Another characteristic that is absolutely critical to high quality programs is that teachers and administrators have specialized skills and knowledge in terms of early childhood development and early childhood education.

Teachers need to understand how children learn and how to structure the environment appropriately. They also need the support of their administrators. It is very difficult to implement a developmentally appropriate program that really encourages children to initiate their activities and to work in groups as opposed to sitting at desks if, in fact, the principal expects the class to be quiet and sit in class all day long and fill out their worksheets.

Another important characteristic of small groups of children are appropriate teacher/child ratios that will allow for the individualized instruction. When groups are too large or when there are too many children assigned for a particular teacher, no matter how good that teacher is, it is difficult to implement the program.

Another characteristic is the need for comprehensive services. Intellectual development, social/emotional development are very important, but equally so are needs for sound nutrition and psychological and physical health. When children are members of families who may not have access to those types of services, it is very important that programs become responsible for assuring that children have those services.

Also, it is not a one-shot deal. Children need to continue to receive those services over time. This is not an area that we have traditionally defined as a part of the school's role or as a part of the major function of education; yet, in fact, if that is not there, children are unable to take advantage of the education environment that is provided to them.

Finally, one of the most important characteristics is active parental involvement and participation in the programs. This is important both in terms of the long-term consequences, because when you create change and you are working within the family system, it is more likely that that change will continue, but it also helps to promote continuity between home and school.

As I mentioned earlier, it is very noteworthy that the Follow Through project embodied each of these principles and has embodied it throughout its twenty-year history. The only thing that wasn't there in the original Follow Through plan but is implicit is the notion of developmentally appropriate practice. Again, this is a fairly new consensus area.

The two points that have been in Follow Through from day one are the individualized instruction and also respect for cultural, ethnic and linguistic heritage.

I think that what we see in Follow Through is the types of attention to detail that has the basis for providing high quality services, but the principles themselves need policies that can help programs put those into practice.

There are a couple of policy principles that I think really need to be highlighted. One is the need for sufficient funds. Certainly, in the history of Follow Through, the funds have not been provided sufficiently in order to allow the program to meet its goals.

I think what may have happened is something that happens too often with programs. We decide that a program doesn't work when, in fact, the issue is that the program was under funded and there are not sufficient funds to allow it to accomplish its goals.

Secondly, there must be collaboration and coordination among services for children now and over time. The need for coordination, particularly with the Head Start program, is particularly critical and needs to be fostered, but we also need to look at other ways of coordinating and collaborating with different service provisions.

Early childhood, thank goodness, is a very popular issue both, as you know, at the state level and also at the Federal level. We need to look for ways to coordinate and collaborate among those services so the full quality, comprehensive services can be provided.

In some cases, we have the potential of having needless duplication of some services and yet missing others. Just to give you an example in the extreme form, there is the real potential for having lots of part-day programs for four-year-olds in the community but those part-day programs often do not include the comprehensive services that are needed.

We need to look for ways to bring the resources together, decide what children and families need and make sure that those are provided. That brings me to my last point in terms of flexibility.

We need to look for ways to provide the flexibility to meet individual and family needs, although not, obviously, at the expense of program quality. There are reasons for the regulations that are developed and we need to make sure that the principles of quality are met, while still allowing some flexibility to meet individual needs.

In sum, I think with the Follow Through Program, we can give specific examples of how it has served these principles for high quality service provision. We need to take advantage of the history that is there and to look for ways to continue the process as more and more children are in situations where they are at points of being at risk for later school failure and as we begin to serve more children through Head Start, it is even more important that these transitional services are provided.

Thank you.

[The prepared statement of Barbara A. Willer, Ph.D., follows:]

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Testimony Before the Subcommittee on Human Resources
Education and Labor Committee

United States House of Representatives

February 21, 1990

Barbara A. Willer, Ph.D.
Public Affairs Director

National Association for the Education of Young Children

Testimony of Barbara A. Willer
Before the Subcommittee on Human Resources of the
House Education and Labor Committee
February 21, 1990

My name is Barbara Willer and I am the Public Affairs Director of the National Association for the Education of Young Children (NAEYC). NAEYC is the largest organization of early childhood professionals in the nation, with a membership surpassing 70,000. Founded in 1926, the Association is dedicated to improving the quality of early childhood services for children and families from birth through age 8.

On behalf of NAEYC's President, Ellen Galinsky, who has worked with the Follow Through Program at Bank Street College in New York City, I am pleased to be able to present some of NAEYC's principles which are relevant to the Follow Through concept. My testimony will focus on the characteristics of services like Follow Through that are needed to continue the gains that children and their families receive by participating in high quality, comprehensive early childhood services such as the Head Start program.

For over two decades, Follow Through has embodied a principle that unfortunately is too often not understood: that high quality, early childhood programs, no matter how good, are not -- and cannot be expected to be -- an inoculation or miracle "cure" that will prepare a child to withstand all social ills, poor schools, and the ravages of poverty. Please do not interpret this statement as an indictment of high quality preschool services. Far from it. Rather, the critical issue is how do we assure that the characteristics that make preschool programs effective are also found in kindergarten and elementary school programs, and so on down the line.

Characteristics of Good Programs

The elements that determine program effectiveness are well-established, based on a number of years of research, theory, and professional experience. These characteristics include:

- **Programs that reflect a developmentally appropriate curriculum and developmentally appropriate teaching practices.**

Such a curriculum and teaching practices stress an individualized approach that focuses on child-initiated learning activities. Developmentally appropriate means that the unique characteristics of different ages of children are recognized and supported, i.e., second grade children are not expected to learn the same material or in the same ways as 4-year-olds. Equally important, the unique characteristics, interests, and abilities of individual children within the group are appreciated and supported as is each child's ethnic, cultural, and linguistic heritage.

- **Teachers and administrators have specialized knowledge of early childhood development and early childhood education.**

Effective implementation of developmentally appropriate practice requires teachers who have the specialized knowledge of how children learn and how to structure an instructional environment appropriately. Teachers who have this specialized training recognize that their role need not – and should not – be that of the primary imparter of knowledge, but rather that they facilitate children's learning processes through a carefully designed, ongoing process of assessment, planning, and evaluation.

In addition to teachers having specialized knowledge, the teaching staff must be supported by the school administration. Developmentally appropriate practice, differs significantly from traditional approaches to instruction of many elementary schools. Teachers find it very difficult to implement a more developmentally appropriate approach when their principals expect all the children to sit at desks all day and complete workbooks and ditto sheets.

- **Small groups of children and teacher:child ratios that permit an individualized approach to curriculum and instructional design and implementation.**

While small groups and good ratios are not a panacea, and in the absence of good teacher training cannot be effective, they are an important component of developmentally appropriate practice. When the group size is too large (NAEYC advocates a group size of no more than 20 to 24 for primary grade children) and when ratios exceed 1:10 or 1:12, it becomes much more difficult to implement a developmentally appropriate program. For groups of especially needy children, even these numbers may be too great. For children of drug-involved families, extreme disadvantage, or other severely debilitating conditions, an even smaller group size and ratio of teacher to children may be needed to assure that each individual child receives adequate attention.

- **Recognition that all of children's needs must be met, intellectual and social-emotional, as well as needs for sound nutrition and both psychological and physical health.**

For children of disadvantaged circumstances, programs need to provide the comprehensive health and social services so critical to children's development. One of the most serious shortcomings I see in the recent efforts by many state governments to replicate the success of the Head Start program through state-funded early intervention services is the fact that comprehensive services component, which is quite expensive, is too often overlooked or ignored. Children must have access to the array of comprehensive services that is needed if real gains are to be achieved. Moreover, the need for comprehensive services is not a one-shot deal. Although elementary schools have traditionally done little in this regard, we must look for ways that school-age children are provided access to comprehensive services. While it may go beyond our traditional definition of educational services, the provision of comprehensive services is critical in reaching our goals of educational success for all children.

- **Active parental involvement and participation, especially in decisionmaking affecting their child.**

Parents who feel accepted and appreciated by their children's teachers and school administrators convey similar messages to their children. Empowered parents feel that their children can succeed in school and do their best to make sure it happens. The continuity of experience between home and school is amplified through parental involvement, much to children's advantage.

It is noteworthy that each of the above characteristics, except for developmentally appropriate curriculum and teaching practices (which have gained professional consensus only recently), were stressed in the original Follow Through program. Two key components of the developmentally appropriate philosophy, individualized instruction and respect for cultural, ethnic, and linguistic heritage were stressed, however. Follow Through programs had planned variations in their approaches to curriculum and instructional design. At that time, there was much less consensus within the early childhood profession regarding curriculum and teaching practices. Today there is a growing body of research evidence that supports developmentally appropriate teaching practices as the most beneficial approach to children's education, and especially for children of low-income families.

Policies for fostering high quality service provision

NAEYC has adopted a statement of guiding principles for the development and analysis of early childhood legislation. I believe that committee members may find these principles useful in their deliberations regarding Follow Through's future activities. Today I wish to highlight just a few of these principles.

There must be sufficient funds to ensure the provision of high quality services.

This is a principle which has not been adhered to over the history of Follow Through. Erosion of funds have impaired the programs' ability to provide the complete scope of high quality services needed, especially in terms of comprehensive services. Too often under-funded programs are blamed for "not working" when the real problem was not in the design but in the amount of funding available for implementation.

There must be collaboration and coordination among services for children, now and over time.

Coordination and collaboration are absolutely essential if intervention programs are to achieve their goals. Coordination and collaboration are important from two perspectives: at any given point in time as well as over time. At any given point, children and their families may be receiving assistance from a variety of agencies and funding sources. Families in children in the early elementary grades are likely to need child care; how is this being provided? What arrangements are being made for continuity? Other social services are also of importance. The critical question is, what are the needs of the family, and how are they being met? The parental

involvement strategies of the Head Start and Follow Through programs provide an important strategy in this regard. Such participation helps to empower parents and helps them to better access the services they need.

Collaboration and coordination are also important over time. This is especially important for enhancing children's transition from preschool services into kindergarten and the elementary grades. While there have been some transition projects in the past, there need to be more systematic efforts toward fostering the communication and coordination of the various service providers that deal with children from one year to the next. The Follow Through program is a good position for furthering the goals of coordination and collaboration. Certainly, this has been a major goal of the program since its beginning.

Coordination and collaboration needs to occur at every level. At the federal level, it is important that systematic means for communication occur between the Department of Health and Human Services, in which Head Start is based, and the Department of Education, in which Follow Through and other school-based services are housed. Nor should other departments be overlooked. For example, the Department of Labor has a number of programs, such as job training, that while not directly affecting children, do have tremendous impact because of their effects on children's families. Again, the groundwork for this process already exists; we need to be sure that the resources are available to strengthen the collaborative efforts at every level.

Flexibility to meet individual family and community needs

It is important that legislative programs provide sufficient flexibility for communities to best meet the needs of individual families served, recognizing the unique demands and characteristics of local service provision. At the same time, such flexibility should never compromise the quality of service provided. One of the reasons that such flexibility is so important is that communities vary markedly in the degree to which services are being provided, which children are being served, and who needs service. When program standards are rigid and inflexible, there can be needless duplication of some services, while other needed services go wanting.

For over two decades, the Follow Through program has been implemented following these principles for high quality service provision, although at funding levels insufficient to fully accomplish its goals. Follow Through's history illustrates that these principles are not easy to implement. It takes much time and effort, as well as new approaches to service delivery. But, the effort is well-placed and will do much to help to assure that we provide all of our young children with the opportunities for educational and life success that they so richly deserve.

Chairman KILDEE. Thank you.

Dr. Schultz.

Dr. SCHULTZ. Thank you. I am pleased to present testimony on behalf of the National Association of State Boards of Education. I am Tom Schultz. I work with early childhood issues for NASBE. Most of my remarks are based on a National Task Force on Early Childhood Education that we empaneled a couple of years ago to produce this report, Right from the Start.

It basically addresses recommendations for improvement of public early childhood services for children, ages four to eight, and their parents, so it is a good match to the challenges represented by Follow Through.

To summarize my testimony, I will begin with my punch line which is derived from a historical artifact about Follow Through. This book came out in 1975, written by Alice Rivlin and Mike Timpane about Follow Through. It's title was Planned Variation in Education: Should We Give Up or Try Harder?

I think, fifteen years later, the verdict is that we have done neither. We haven't abandoned Follow Through, but we haven't given it the resources to allow it to really try harder. The conclusion of my testimony is that it is time for the Federal Government to try harder, and that we have to figure out the strategy that will be appropriate to build on the capacity that Follow Through represents.

I have got essentially three major arguments that lead me to that conclusion. The first is the conviction that Follow Through is focused on a key policy problem for public early childhood in the 1990s which is early school experiences for low income children.

I think if you look at President Bush's National Education Goals, you will see that he has committed us to essentially a zero defect policy in terms of a ninety percent high school graduation rate and high levels of achievement for all students.

What that means is that we can't be satisfied to have low income or minority kids achieve at lower rates than their more advantaged counterparts. We have got to find ways to support them and allow them to be successful. Unfortunately, we have more low income children in our schools than we had five to ten years ago. We are finding increasing complications in their lives in terms of the burdens that they bring to the public schools.

The latest horror story that came across my desk from Newsweek last week was a survey that estimates that 375,000 babies are born each year who have been exposed to drugs during pregnancy, primary crack cocaine, so that would take up about 12,000 elementary school classrooms or eighty percent of the slots in Head Start. It is not a minor problem for us to contend with. My sense is that the public schools are not ready to be able to cope effectively with those children.

A second point is that there is growing evidence that the early school years are particularly critical if we are looking at outcomes of high performance and ability to complete school. Drop-out experts that we talked with through our task force said that, by the end of third grade, they can tell you, with very high accuracy, which kids are going to drop out.

I think the message there is that we've got to intervene sometime prior to third grade if we are going to make a difference in terms of these aspirations that we have as a society.

I think a particular concern that was raised in our work as a task force was very high rates of retention of children in kindergarten and the early grades.

If you look at records from urban districts like Boston and the District of Columbia and entire states, such as Delaware, Arizona and Florida, you find rates of up to 20 to 25 percent of young children of all income brackets are being retained in those early school years, and higher rates than that for minority, male and low-income students.

Unfortunately, the impact of that practice of holding kids back is not positive on their achievement and tends to increase their chances of dropping out. I think the picture is one where we have got a high priority to succeed with poor kids, more poor kids that are more troubled.

A focus has to be provided on those early school years that Follow Through seeks to address. We have some problems in terms of current practices in those years in terms of public schools.

It seems to me the second contention that I would bring in my remarks is that Follow Through is an effective and promising program strategy to build on. I am not going to relate the particular evaluation evidence on Follow Through, but rather try to bring some comments from the perspective of early childhood leaders and components of successful programs that we looked at on the part of our task force.

I think there is a growing consensus among early childhood experts and experts concerned with programs for low income children, that agrees with the key features of Follow Through in terms of continuous and comprehensive intervention, strong parent involvement, and not waiting until kids fall behind and then attempting to remediate their problems.

A primary recommendation in our report right from the start is to create early childhood units that would operate in elementary schools to provide services and distinctive forms of instruction for younger children. There is a similar recommendation coming from a report that is going to be issued soon by the National Association for Elementary School Principals.

I think another example of this agreement on this concern for early grades and the Follow Through approach are efforts that have been made by Project Head Start over the past years through the Head Start Transitions Program and an earlier effort, Project Developmental Continuity, that has been trying to improve the transition for young children coming out of Head Start into the public schools.

Finally, I think the point made by Mr. Poshard, that parent involvement as an aspect of Follow Through is critical, is one that the experts agree on.

My third point, and I think the trickiest issue for us to grapple with at this stage, is the Federal leadership strategy to take this key problem and perhaps the promise of the Head Start Program experience.

Let me first address the recommendation, as I understand it, of the Department of Education, which is essentially to say that Follow Through can be zeroed out; the services can be provided through Chapter 1; and, dissemination of the National programs can be handled through Chapter 2 and the National Diffusion Network.

NASBE supports all of these programs and we feel that they have an important role to play, but we don't think that they duplicate the mission of Follow Through. Let me give you some examples of differences that we think are significant.

For example, Follow Through models are designed to provide continuous support for young children from kindergarten through the primary grades. If you look at the figures on Chapter 1, as of a couple of years ago, three-quarters of their programs in schools do not include services to kindergarten kids.

The idea is: Let's wait until we're sure we've found the kids that are needy based on achievement scores and then we'll pick up and try to help them.

Similarly, Follow Through is designed to provide comprehensive classroom programs across all the subject areas while Chapter 1 is still predominantly a program that takes children out of the regular classroom for about thirty minutes a day to work in a small group on one particular subject area.

It seems to me while Chapter 1 resources are directed toward low income children, the program strategy does not ideally complement that of Follow Through.

Similarly, Chapter 2 and the National Diffusion Network are excellent strategies for supporting local school improvement, but we don't believe that they are a good and effective mechanism to disseminate Follow Through.

I have three ideas to suggest in terms of component for a new Follow Through strategy which I'll cover briefly. One is I think there is an investment that needs to be preserved in terms of demonstration models for Follow Through. It is important to have enough sites to illustrate those programs in action in real schools and to allow them to continue to refine implementation with new groups of students.

Secondly, it seems to me we have got to figure out some fairly pointed ways to spread the lessons of Follow Through, to mandate or to provide resources so that Chapter 1 programs, particularly those under the concentration grants or school-wide projects, can learn about Follow Through and provide support for staff development, perhaps on a cost-sharing basis.

Third, I suggest in my testimony some possible new problem areas or challenges that could be addressed through new Follow Through. Some examples there are I think that there are pointed problems for local schools, the needs of multicultural kids, the possibility of Follow Through models that would go back to the idea of strong connections with Head Start in a more precise way.

Finally, I think some ideas to revisit the challenge of parent education and parent involvement as a critical strategy and find some new ways of getting at that. Thank you.

[The prepared statement of Thomas Schultz, Ed.D., follows:]

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TESTIMONY ON THE REAUTHORIZATION OF THE FOLLOW THROUGH ACT

SUBCOMMITTEE ON HUMAN RESOURCES OF THE COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

BY DR. THOMAS SCHULTZ,
NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

FEBRUARY 21, 1990

Gene Wilhoit
Executive Director

Mr. Chairman and Subcommittee Members. I am Tom Schultz, representing the National Association of State Boards of Education and I am pleased to present testimony on the future of the Follow Through Program. My comments are largely based on the work of NASBE's National Task Force on Early Childhood Education. Our Task Force was comprised of national experts in early childhood education, state and federal policymakers and public school staff and administrators. Based on extensive public hearings and reviews of exemplary early childhood and early elementary school programs, the Task Force's recent report, entitled Right From the Start, presents a series of recommendations for the improvement of public school programs and services to children ages 4-8 and their parents, a target group which coincides well with the clients of Follow Through Programs.

I will address three questions in my testimony:

(1) Is Follow Through focussed on a high priority problem for American public education?

(2) Is Follow Through a promising and effective program strategy to build on?

(2) What is the most effective federal leadership strategy to employ in furthering the objectives of Follow Through?

The Follow Through Program began as a federal initiative to remedy the "fade-out" in cognitive gains for graduates of summer Head Start programs as these children moved into the early elementary grades. The hypothesis of Follow Through is that a comprehensive intervention to improve classroom instruction, to provide health and other services to children and to strengthen parent involvement in kindergarten and the primary grades will enhance the school performance of low income children. Due to budget limitations, the program evolved into an evaluation of alternative curriculum models and the transfer of those models into other schools.

The first key policy question for the Subcommittee is "do the early school experiences of low income students constitute a pressing national priority for the 1990s?" I would argue that this problem is even more serious, more complex, and more vital to our national interest than was the case when Follow Through was first created, based on the following evidence:

1. Schools today are serving a higher proportion of students from low income homes, and the consequences of poverty on young children are more complex and severe.

- The number of children in poverty increased more than 20% from 1979 to 1986, from under 10 million to over 12 million children. During the same period the number of black households living in poverty increased 13%, the number of poor Hispanic households was up 73% and white families who were poor increased 23%.

- Every year nearly 500,000 babies are born to teenage mothers. The percent of American children living with a single parent who has never been married has almost quadrupled since 1970.

- According to a recent story in Newsweek magazine, a survey by the National Association for Perinatal Addiction Research and Education estimates that 375,000 infants have been exposed to drugs, primarily crack cocaine, during pregnancy. This cohort of children will fill over 12,000 elementary school classrooms, or over 80% of the current slots available in Head Start.

- President Bush's national education goals include universal school readiness for young children, a 90% high school graduation rate, and high expectations for student performance. To meet these goals, the 30% of our students who are minorities and an equal, overlapping number who are poor must begin to succeed at high levels of performance and complete school at the same rates as their more advantaged counterparts.

2. There is growing evidence that early school experiences are a critical determinant of children's eventual ability to complete their education with acceptable levels of performance.

- Our Task Force report observes that by the end of third grade, most students have either attained a threshold level of achievement which makes further school success likely, or they are on a downward trajectory in terms of achievement, having been retained in grade for one or more years, or having been tracked into a set of classes or groups designed for low achieving students. In spite of our best efforts at compensatory strategies to help this latter cohort of students to "catch up", our success rates are not encouraging.

- Of particular concern to the Task Force are high rates of retaining children during their early school years, particularly for low income and minority students. For example, Boston Public Schools retained 6.4% of its kindergarteners and 19.4% of its first grade students in 1987; the District of Columbia held back 12.7% of its first graders and 8.4% of its second graders; the schools in Arizona retain 8% of kindergarteners and 20% of students in first grade. Minority, male, and low income students tend to experience higher rates of retention. Studies of the impact of retention show the practice has no beneficial effects on student achievement and increases the chances of students eventually dropping out of school by 20-30%.

- Experts concerned with promoting higher levels of problem-solving, thinking, and effective communication skills agree that children's early encounters with science, mathematics, reading, and writing tend to determine their later attitudes and dispositions towards these subjects. A wide range of proposals to improve learning in these areas stress the need to alter early elementary teaching, curriculum and assessment practices to provide more experiences which actively engage young children with a variety of materials, make explicit use of dialogue and cooperative learning strategies, and challenge students to think.

Turning to my second question, I would argue that a diverse group of experts have endorsed the Follow Through concepts of continuous and comprehensive intervention in school practice and outreach to parents of young children:

- A primary recommendation of Right From the Start is for "early childhood units" for children ages 4-8, designed around the unique needs and learning styles of younger students, just as the middle school movement promotes a different model of school organization, activities, and instruction for early adolescent students.

- The National Association for the Education of Young Children publication, Developmentally Appropriate Practice in Early Childhood Programs Serving Children From Birth Through Age 8 articulates a detailed set of principles for instruction and assessment of children in kindergarten and the primary grades. The National Association of Elementary School Principals will be releasing a report in the next month which addresses this same age span, with recommendations which are consistent with the NASBE and NAEYC reports.

- Project Head Start has mounted two demonstration programs to improve the connections between local Head Start operations and the public schools. Project Developmental Continuity in the mid-1970s and the Head Start Transitions Program in the mid-1980s supported pilot projects to enhance the early school experiences of Head Start children and their parents.

- Some recent designs for improving student learning across the early elementary grades (Success for All Students at Johns Hopkins University) have emerged in recent years, as have proposals to alter compensatory education practices to emphasize a more comprehensive, preventative approach (e.g. the Accelerated Schools Network from Stanford University and school-wide projects provisions under Chapter I).

- The benefits of active parent involvement in schools and the provision of health and other support services to children are actively supported by a wide range of experts and advocates. However, as our Task Force discovered from testimony by parents of former Head Start students, many public schools are not adept at suppporting active parent involvement.

In summary, we know that poor children are a large and growing group of public school students, that our economic future depends on their ability to persist in and succeed at schooling, that the early school years are critical to these ultimate educational outcomes, that current policies and practices are at best inadequate to produce the gains which are possible and needed and that professional opinion among researchers and practicing educators has "rediscovered" the appeal of the Follow Through strategy of comprehensive, continuous support for high quality instruction in the early grades.

Turning to my third question, let me begin by responding to the recommendations of the Department of Education regarding the future of Follow Through. In their view, Follow Through services may be supported through the Chapter I Program and the dissemination of innovative Follow Through models can be sustained through a combination of the Chapter II block grant fund and the National Diffusion Network. I beg to differ.

While NASBE is extremely supportive of both Chapter I and Chapter II, neither program represents a forceful federal strategy for promoting the potential of Follow Through model programs or services. Chapter I services remain overwhelmingly in the form of a supplement to the regular classroom program, most commonly in the form of a "pull-out program" of roughly 30 minutes

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per day in reading or mathematics basic skills instruction. In addition, only 27% of schools offering Chapter 1 services in 1986 included the participation of kindergarten students. By contrast, Follow Through models are designs for comprehensive, continuous support for students from kindergarten through third grade and seek to improve regular classroom instruction across all subject areas.

Similarly, while Chapter 2 and the National Difffusion Network (NDN) promote invaluable support for local innovative efforts and access to a wide range of proven model programs, respectively, neither program duplicates or serves as a substitute for Follow Through. Chapter 2 resources are subject to local needs and local innovations across every program dimension and all types of students. At an average funding level of $30,000 per school district, Chapter 2 funds are not sufficient to pay for implementation of the typical Follow Through program even if that were the only priority of a community.

The NDN provides information to local schools on several hundred exemplary programs but few resources for the costs of training staff and implementing these models. The most recent directory of NDN programs indicates thirty-nine Follow Through programs which have met the Department's high standards of effectiveness for inclusion in the NDN. Unfortunately, twenty-eight of these programs are listed a section entitled, "Approved Projects With Limited Availability", indicating that they are no longer available for dissemination through NDN. Of the remaining projects, none is currently receiving NDN funds for active dissemination. Thus, the programs cited by the Department do not provide comprehensive, continuous services for the needs of younger low income students, nor an effective support for the implementation of successful Follow Through programs.

What should be done by the federal government to realize the contribution of Follow Through in school improvement? I would recommend three components for a Follow Through strategy for the 1990s:

1. Preserve the capacity of existing models to demonstrate their approach. Given the comprehensive nature of Follow Through programs, it is important to maintain sufficient numbers of demonstration sites to illustrate these strategies in real schools, as well as to continue to refine implementation with new groups of students. We are not endorsing an eternal commitment to any specific school or community, and there well might be a policy which limits the duration of project funding in a site to allow new communities to participate.

2. Increase support for dissemination of successful models. The federal commitment to Follow Through should include additional resources and a strategy for assisting implementation efforts in other communities. Support should be limited to staff development and training costs on a cost-sharing basis with local school districts. Another prospect to investigate is a stronger connection between Follow Through sponsors and schools implementing the school-wide projects provisions under Chapter I.

3. Extend demonstration efforts to new challenges and additional strategies. Follow Through sponsors or new organizations should be invited to extend their efforts in areas such as the following: to develop adaptations of their programs to respond to the needs of schools serving multicultural communities, children from homes with a problem of drug abuse, or children from families who are

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homeless. Follow Through should also consider expansion to support new strategies, e.g. (a) models which build more direct connections with Head Start programs, (b) models which combine several promising instructional approaches in different content areas, and (c) a revisiting of the challenge of enhancing parental involvement, education and support as a route to improving student motivation and achievement.

In summary, Follow Through is an example of a "positive irony" for federal education policy. Its initial mission of creating a major new service program was undercut by budgetary limitations, and its subsequent evaluation design produced more arguments than clear conclusions. However the program's strategy for working with children, families and schools and the extensive field experiences of Follow Through sponsors are a precious resource in our current effort to restructure America's public schools. At a time when business and political leaders are united in promoting additional resources for Head Start and other preschool programs, we need to revisit the problem of promoting successful early school experiences for disadvantaged students.

In 1975, Alice Rivlin and Michael Timpane edited a book on Follow Through entitled Planned Variation in Education: Should We Give Up or Try Harder? In the past decade we have done neither. We have been unwilling to abandon Follow Through as a strategy, but we have been equally unwilling to commit sufficient resources to implement existing model programs on a broad scale or to address new dimensions of the needs of poor children in new ways. It is time for the federal government to start trying harder.

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The National Association of State Boards of Education (NASBE) is a nonprofit, private association that represents state and territorial boards of education. Our principal objectives are to strengthen state leadership in education policymaking; promote excellence in the education of all students; advocate equality of access to educational opportunity; and assure responsible lay governance of public education. NASBE's work in early childhood education has been supported by the Carnegie Corporation of New York, the Exxon Education Foundation and the Administration of Children, Youth, and Families of the U.S. Department of Health and Human Services.

Chairman KILDEE. Thank you very much for your testimony.

I think you mentioned one of the titles was Give Up or Try Harder or something like that?

Dr. SCHULTZ. Yes.

Chairman KILDEE. You are right. We are doing neither. I'm looking back over the history of the appropriations of the Follow Through Act. Before I got here, back in 1970, the appropriations was $70 million. Now we are down to about one-tenth of that. Adjusted for inflation, it would be even much less than that.

So, we haven't given up. We have struggled hard. As a matter of fact, last time, Tom, you and I worked out a compromise to keep the program alive. It wasn't just in the committee here, but we had some threats out on the floor, too, so we worked out a compromise to keep it alive.

We are down to about $7.2 million, so we haven't given up and we aren't really trying harder as far as the fiscal commitment is concerned.

There are some in the Administration who, in various ways, say this program, Follow Through, shares a certain redundancy with what other programs like Chapter 1 or Chapter 2 could do.

Could you respond? You both mentioned that, I think, in your testimony. Could you expatiate on that a bit, why Chapter 1 and Chapter 2 really will not do what Follow Through does? Doctor, do you want to start here?

Dr. SCHULTZ. Just to amplify my comments, my sense is that in some respects, Chapter 1 is moving in the Follow Through direction in terms of some of their funding being freed up and encouragement to local districts to look at school-wide approaches.

Sometimes, I've heard comments from the Federal administrators that local programs may misread the Federal intent in terms of regulations, and because they have done pull-out programs or they have done programs that are not addressed to the whole class teaching strategy, that that must be continued because of some Federal mandate.

I think that it is a large program that is slow to change. It seems to me it hasn't been hooked up in any substantial or concerted way with Follow Through in terms of directing the attention of Chapter 1 programs to Follow Through or providing particular resources for them to learn about Follow Through, to my knowledge.

I think in Chapter 2, the primary issue is one of resources. If you've got a general block grant that is open for any priority across any subject area and any age of student, it's going to be hard for me to see that as a leadership strategy for low income, younger learners.

I think it tends to be something that doesn't provide enough support in local districts to do all of the things that we would like it to do.

Chairman KILDEE. Dr. Willer?

Dr. WILLER. I would just reiterate what Tom has said. I think ideally, Chapter 1 would embody many of the same principles that Follow Through has demonstrated are so important. I don't think that that obviates the need for the program and the services.

Chairman KILDEE. I notice that, very often, and I am getting very general and philosophical here, but very often, redundancy, if

it exists, in education is a fiscal sin, but redundancy in the Defense Department is prudent planning. You find that, you know.

You have those who say that we need both the MX and the Midgetman and the B-2 bomber. That's redundancy, but to be on the safe side, we should be redundant. For the Triad system, defense of land sea and air, you can build in redundancy.

Very often, when it comes to education, redundancy becomes really a fiscal sin. I am not sure the word redundancy is correct there, but programs can complement one another. Very often, they should be complementary, shouldn't they? I think Follow Through can be complementary to Chapter 1, or an innovative approach to Chapter 1.

I have been in this education profession now in some capacity for 35 years, ten years as a teacher and 25 years either in the State Legislature or the Congress. I have always had to fight against people saying that this is redundant or that this overlaps.

I always feel that if we were really funding education as it should be funded in this country, then perhaps we could examine, with close scrutiny, some unneeded redundancy. But, when we are so underfunding it, I think that if there can be some overlapping, that possibly would be a very positive thing, educationally.

I know I have had to fight this for many, many years, about 35 years now. That is my philosophy for the day. Tom, I'll defer to you now.

Mr. TAUKE. Thank you, Mr. Chairman.

I think that what you said, Dr. Schultz, about giving up or trying harder is true. We are not succeeding very well by just kind of floating along with the Follow Through program. I want to spend a little time trying to determine what you think the program should be doing.

I guess in very basic terms, what should the goals of the Follow Through program be in the 1990s? Dr. Willer.

Dr. WILLER. I think that I would mention the goals that are designed to promote high quality service provision. I have mentioned a number of those in terms of helping children succeed and using a very broad definition of that. The original goals talked about parental involvement. I think that continues to be an extremely important goal of this project.

Providing children with the tools that they need to be able to take advantage of what the educational system is providing them. Comprehensive services would be number one on my list, in terms of the access to health and psychological services, nutrition, et cetera.

The children who are in families who do not have access to those services need to be provided with those services so they can take advantage of what the school can offer.

Promoting opportunities for the developmentally appropriate practice. One of the things that I think that Follow Through has done in terms of the sponsors, working directly with school systems in terms of enhancing the more individualized approaches and involvement of parents is that it puts into the system a planned way of developing a program, then ongoing implementation and evaluation, assuring that not only the students are involved, but the parents and administrators with outside help.

I think that is a nice model for effecting change over a long term.

Mr. TAUKE. Dr. Schultz?

Dr. SCHULTZ. I guess in a strategic sense, I would probably stress two functions. One would be continual testing of new approaches to this target group and this age span, which I think doesn't necessarily mean continue to test the same set of sponsors and the same sites forever, but recognize that there is a Federal role in supporting new approaches to these tough problems.

It seems to me the second strategy would be one of spreading the lessons of these tests to other programs, other communities, other districts. I think that often, we have an aspiration for Federal funding, which is always going to be a drop in the bucket.

Our sense is that we want the drop in the bucket to become radioactive in some magical way, you know, in the good sense of radioactivity, that we'll just spend this little bit of money and then everybody will rush to replicate the lessons.

I think what we've been learning from the past couple of decades of experience in school improvement and installing innovations in schools is that that process is slow and takes a lot of support. I think it's not necessarily the case that the Federal Government has to provide all of that support.

I think that systems like the National Diffusion Network and Chapter 2 recognize the need for funding and for support and for patience in terms of the implementation and dissemination of these ideas.

Mr. TAUKE. I take it you think that we still have a need for what we might call demonstration projects, both of you?

Dr. SCHULTZ. I would say yes.

Dr. WILLER. I would agree with the need for demonstration. I think we also have to look at ways of direct service provision.

Mr. TAUKE. My perception is that there hasn't been much implementation of those things we've learned through the demonstration projects. Am I missing something along the way? We've had twenty years of demonstration projects and I don't see that the lessons that have been learned are being implemented anyplace outside of the places that have the funding for the Follow Through program.

Am I wrong in that perception?

Dr. SCHULTZ. I think there are some other witnesses that can probably address that more precisely than I can. My sense is that it depends on your level of expectation; that you can produce charts that will show there have been many inquiries and probably adoptions of some of these models on a large scale.

It seems to me that the challenge in terms of having, as a routine, regular, feature of elementary schools, things like strong parent involvement, comprehensive services and an innovative, supportive approach to instruction, we still have a long way to go.

Mr. TAUKE. I don't mean to be difficult, but everybody jumps on the band wagon of strong parental involvement and we are all pleased to talk about it. It's like motherhood and apple pie, but the reality of life is that a lot of our children don't have parents who are going to be involved.

Where you've got the ability to get strong parental involvement, you have half the problem solved. Our challenge, as I see it, in

much of our society today is we have families that are not functioning. I guess I don't mean to take off on you or my colleague from Illinois, who isn't here to defend himself, but every educator seems to traipse before us and say, "Well, we have to have strong parental involvement."

We all say, "Yes, that's right. This is good for the family." It's like finding an apple pie and getting out and endorsing it every other day.

Isn't our problem in the City of Washington, DC that half the kids are born to unwed mothers and a good percentage of those have serious problems that don't permit them to be parents? Isn't our challenge to come up with programs that, in a sense, help the kids when there isn't any strong parent around?

Shouldn't that be part of the focus?

Dr. SCHULTZ. I think it's yes, both.

Mr. TAUKE. That's good.

Dr. SCHULTZ. As part of our task force, we had testimony from a number of Head Start parents. What they said to us was, "We were extremely involved in our Head Start program. We were excited about continuing to be actively involved in our children's education when they entered elementary school. We were discouraged by the public schools in terms of our interest in doing more than a bake sale."

I think part of the problem is there are schools that are not equipped to take parent involvement seriously. I think another part of the problem is, as you stated, some parents who need special help and support. I think we have developed some innovative family support and parent education programs, but they tend to stop, as Head Start does, after the kids reach school age.

The idea is birth to three or birth to age four, we have special efforts. It seems to me that we need to find some ways to continue those principles up into adolescence. I think it's parents of junior high kids often that have some of the toughest problems.

So, it seems to me Follow Through illustrates some models of how to get more serious and substantial parent involvement and, I think, also, probably some ways of supporting parents who may not be as well equipped or as well motivated. I don't think it is one or the other in terms of where does the problem lie.

Mr. TAUKE. I agree that that probably is true. I'd feel better, I guess, if you came in and said to me, "We've had a lot of models. It's about time we started doing something to deal with the challenges of these children. We can't be developing models all the time."

The Federal Government is going to have to make a strong commitment to putting together a continuum of services for those who are four, five, six, seven, eight, until they get to the third grade. This is my philosophical pitch. In a sense, I think we are missing the boat if we keep fighting over $7.5 million in the Follow Through program.

Let me ask you the final question. How much money do you think we should put into this program?

Dr. SCHULTZ. More.

Dr. WILLER. The need is tremendous.

Chairman KILDEE. Let the record show that.

Mr. TAUKE. After giving them that pitch that they have to do more, what else could they say, right? I appreciate very much your testimony. I don't mean to be putting you on the spot here.

It does seem to me that there is a danger all of a sudden that we are putting Head Start on this pedestal that it solves all problems, and it doesn't. Then, we are not developing any kind of program to build on the benefits of Head Start.

We are excluding a lot of people from the Head Start program because they don't have the kind of parental commitment that is needed for them to participate. They are the ones who need to be participating or have something done for them, perhaps even more than those who have parents who will participate.

I don't know that I have the answers to all of these problems, but we have got a generation coming up here that needs help real fast. We can't keep doing hearings and no progress, Mr. Chairman. Thank you.

Chairman KILDEE. I agree with that. Let me ask you this. Tom and I recognize that we do have parents out there, as he and I come from, I'm sure, who are solid parents, prudent parents, caring parents, parents of good judgment, parents of good habits.

Mr. TAUKE. I didn't know you knew my parents that well.

Chairman KILDEE. I can judge from their child, you see.

Mr. TAUKE. They were also tough as nails.

Chairman KILDEE. Mine were tough, too. They were very caring and very loving, very prudent, with good judgment. My mother just turned 90 years old this week, God love her. She's doing very well.

We do know—Tom and I both know—that there are also parents out there who don't quite meet that model. Some are defective parents. As a matter of fact, in the jurisdiction of this subcommittee is the Runaway Youth Act. Through the years, I've reached the conclusion that, very often, a child runs away and it is the smartest thing that kid has done.

I really hate to say that, but in that particular situation, it is an act of defense, it is an act of self preservation to get away from that destructive family situation. So, Tom and I do know that out there, there are some families so damaged you can hardly identify them as really being a family.

Having said that, however, can you discuss with us how moderately good, maybe somewhat deficient, parents are helped with their parenting skills through parental involvement activities in Follow Through?

Dr. WILLER. I think that, beginning in Head Start, we have seen some of the real examples of what can happen when parents are actively involved. Tom is so right, that we need to look for definitions and help people who are working in programs to understand that we are talking about real involvement, real power and participation in the program process and not to help us out with bake sales, et cetera, et cetera, et cetera.

Head Start has a history of doing that. I think we've seen it in terms of the level of activism and support that those parents demonstrate for the program. I think it also is a part of the Follow Through model. I'm sure that the next panel will be able to give you some more specific examples of parents that have really become actively empowered in their children's lives.

I would agree with Mr. Tauke that the problems many of those families face are growing daily. It becomes a much more difficult task and is not a pat, five-step thing to do. It really takes a lot of understanding.

New fields, not necessarily new, but new to educators, we're talking probably social work, psychology, a lot of other disciplines that need to be involved that will take more resources, more training, in order to really focus on the family unit. There is no more effort that can be better placed in terms of effecting real change.

Dr. SCHULTZ. I think we do have examples beyond Head Start, as well, from programs such as Parents as Teachers in Missouri, the Education for Parenthood in Minnesota. I'm not sure I have the names exactly right. These essentially provide good models of how adults can work in homes with parents and bring parents together to work in groups on parenting skills.

It seems to me that it is possible to transfer those modes of service and provide support of that type for parents of school age kids. It seems to me it would be a natural, to try through an extension of Head Start or through other community based programs.

It seems to me the other side of this issue is what kinds of changes are needed in terms of how public schools relate to parents as far as other aspects of involvement. I know that the two unpopular things to talk about these days are mandates and money, but it strikes me that if you look at Head Start and you look at special education, you basically see instances where you have high levels of involvement of parents and it is a mandate.

If you want to be a Head Start grantee, you have to agree to serious involvement of parents. Similarly, Public Law 94-142, parents have to sign off on that educational plan. Head Start has resources that are designated to support parent involvement. You have to have a parent coordinator who is paid full time to work with parents; that's unusual in public elementary schools that you would have a person dedicated to that function.

So, I am sure, as Barbara said, that Follow Through specific examples will be shortly before you, but I think that we do know some things about how to make progress in this area and I think that we could do more than we are doing.

Chairman KILDEE. When I taught school, on PTA night, I used to wait for the parents of the kids who had problems. They never showed up. The parents of the kids who didn't have problems showed up, and I began to realize that's probably why they didn't have problems, because those parents were really concerned about their kids. It didn't take me long to figure that out.

Somehow, if we can reach out to those who aren't really aware of their role as parents or aren't that sensitized and bring them in and give them some assistance, they will, like parents in Head Start, become not only better parents, but actually become better citizens of the community. Their involvement in community activities begins through programs like Head Start and Follow Through. I've seen it happen many times.

If we help parents become more aware of the needs of their children, realize their responsibilities and how they can carry out those responsibilities, we have done a good service. We should not be paralyzed by the fact that there are probably a number of fami-

lies out there, too many, where parents and the family situation are just so defective that under our present resources, we aren't able to do much for them.

There are a lot of borderline families where the parents can be helped in their parenting skills.

Dr. SCHULTZ. I think, also, to swing this back to the assumptions of Follow Through, it strikes me in my experience in my local PTA that the highest rate of turn-out is with those parents of kindergarten kids because they are eager to find out what is going on in the school.

They are the ones who are more motivated. They want to hear what the principal has to say. Often, by the time your kid gets to sixth grade, you are kind of an inner circle or you're out.

It seems to me that public schools need to make a maximum *effort to invite and involve parents of kids from the minute they* start school. If they aren't welcome at that stage, it's hard to bring them back in later on, so it seems to me that's the assumption of Follow Through. Start with those early grades, work with the parents in a positive sense from that point on. I think that is an important lesson that we can pick up on.

Chairman KILDEE. You both mentioned coordination with Head Start. What kinds of linkages and activities would this involve at the program level?

Dr. WILLER. One thing I would just piggyback on what Tom has just said is that in terms of parents who have become empowered through Head Start, to look for a way of actively building a bridge so that those parents and that involvement can be channeled effectively through Follow Through. That would just be one example, of really looking for linkages between the program providers themselves so that there can be continuity in terms of the children and the families themselves, as well as well as what is happening in the programs.

Chairman KILDEE. Is there a system of formalized linkages or activities between Head Start and Follow Through that you are aware of?

Dr. SCHULTZ. I don't know.

Chairman KILDEE. We generally feel that Follow Through should serve those children who have been involved in Head Start. Can we do more to formalize some linkages between those two programs at the program level? If you have any ideas on that, just feel free to submit any of those ideas to us later.

If you don't mind, we would like to be able to maintain contact with people like yourselves as we go through this reauthorization to tap your talents on this, so this will be the beginning.

Dr. WILLER. Thank you.

Dr. SCHULTZ. Thank you.

Chairman KILDEE. Thank you very much.

Our next panel will consist of Dr. Eugene A. Ramp, President of the National Follow Through Association from Lawrence, Kansas; Dr. Russell Busch, Director of Grant Programs, Richmond City Public Schools, Richmond, Virginia; and Dr. Ann Adams, Follow Through Director, Leflore County School District, Greenwood, Mississippi, who brought along the letters from the children.

We appreciate those. You can tell the children, too, that the Chair formally took note of these letters and they will be, as I said before, part of the official record.

Dr. ADAMS. Thank you. I'm sorry they couldn't hear your comments.

Chairman KILDEE. Please tell Tineata Boldien, John Brown, Latasha Carter, LaShante Golden, LaAndria Ellis, and Robert Moore, thank you.

Dr. ADAMS. Thank you.

Chairman KILDEE. Now, we can begin in any fashion. Dr. Ramp.

STATEMENTS OF EUGENE A. RAMP, PH.D., PRESIDENT, NATIONAL FOLLOW THROUGH ASSOCIATION; RUSSELL BUSCH, ED.D., DIRECTOR OF GRANT PROGRAMS, RICHMOND CITY PUBLIC SCHOOLS, RICHMOND, VIRGINIA; ANN ADAMS, ED.D., FOLLOW THROUGH DIRECTOR, LEFLORE COUNTY SCHOOL DISTRICT, GREENWOOD, MISSISSIPPI

Dr. RAMP. Thank you, very much, Mr. Chairman and Mr. Tauke. I would like to thank Chairman Kildee for this opportunity to provide testimony on the reauthorization of the Follow Through Act.

Follow Through is an important program. It is the only Federal program specifically designed to bridge the gap between Head Start and the early elementary grades. We provide transitional services to help prepare the way for at risk children upon entering school.

Most school districts are unprepared for the problems that these children bring with them. Programs like Chapter 1, although excellent programs for what they are designed to do, do not help a great deal, partly because they are remedial in nature and partly because they only serve to supplement the regular school program, whereas Follow Through models are preventive in nature and are designed to actually become the regular school program.

The period between Head Start and, say, the third grade is particularly critical for these kids. Just to support my point of view, a recent major research study conducted out of Johns Hopkins University stated, and I will just quote in part:

"By the end of third grade, children are launched into achievement trajectories that they follow the rest of their school years." That is an important thing to understand. This is, in my opinion and I think the opinions of most of us that have worked in this area for over 20 years, the most critical time for kids that are at risk of failing. You get them here or you probably don't get them ever.

Follow Through, like Head Start, is a comprehensive service delivery program. It deals with the whole child. Follow Through is also intensive. It is a full-day program, even at kindergarten. It involves the whole classroom and often the whole school, and sometimes it is district wide.

There is also an intensive program of parent involvement. In brief, Follow Through tries to impact the child's entire life through our classroom and parent involvement programs.

Follow Through was originally authorized, in my opinion, to follow up on Head Start upon entering their early elementary grades. The reasons for authorizing the program 23 years ago are

as compelling today as they were then. In fact, a recent article on the front page of The New York Times quoted a well known child development expert on this subject. I'm quoting:

"'The problems of poor people are not going to be solved by giving their child one year of preschool,' said Edward Zigler, a professor of psychology at Yale University and one of Head Start's first administrators. Mr. Zigler says that as poor children grow older, they continue to need the same comprehensive services and special attention that Head Start devotes to them in the beginning but few schools have the money or staff to provide."

Mr. Zigler's final comment in that article is particularly relevant for the purpose of this hearing, and I am quoting again: "While Federal aid to Head Start has increased over the years, money for Follow Through has dried up."

Every day, Follow Through is seeing new and more dramatic problems coming into our schools and classrooms. The challenges of serving disadvantaged kids today are actually far greater than they were 23 years ago. I can say from first hand experience that we already have crack babies in our kindergarten classrooms.

The *Newsweek* article that Tom mentioned earlier indicated that they were coming. Well, I've got news for *Newsweek*. The crack babies are already in our schools, in some of our schools right now.

The other problem that we are facing that is much worse than it ever was before is the work we are trying to do with parents. Most of the parents of the kids we are serving are barely more than children themselves, and we are trying to provide them with an understanding of not only the educational process but what it is to be a parent.

The task grows geometrically as we sit around debating various ways to proceed. It is frustrating to those of us out there doing this to see the problems and feel we can't really deal with them effectively. A statistic that we've seen first hand is that over 1300 teenagers give birth to a child every day. This one surprised me. More than forty of those teenagers give birth to their third child every day of the year.

Follow Through appropriations today, as someone noted earlier, are one-tenth of what they were twenty years ago. During this same period of time, the problems that Follow Through was supposed to address have been steadily increasing and our schools are finding it increasingly difficult to cope.

Instead of providing quality services to 1.2 million or even 120,000 children in hundreds of schools throughout the country, we directly support only about 12,500 children in a small number of demonstration classrooms at the present time.

Though it is important to preserve this demonstration and training capacity, it is essential that Follow Through be allowed to expand its ability to serve more children in more schools and with an improved level of service.

We would like to make four recommendations that could, if necessary, be implemented with little additional funding. We are trying to be realistic, but at the same time you need to understand the scope of the problem.

The first recommendation is that we would like the authorization of appropriations not to state such sums as necessary. We've

agreed to this language in the past, to allow more flexibility in negotiations but it has also been associated with steady and significant declines in our appropriation levels, so most of my membership said to comment on that and see if there isn't some way that we could recommend to you that a specific amount be stated for each year based on what you want Follow Through to do and what you think it would cost to do it.

Second, we would like to recommend that Follow Through be more closely aligned with Head Start. This does not necessarily mean major changes in legislation or administration of the program, nor does it mean that our appropriation need be significantly increased.

What we would like you to consider is requiring some type of formal communication mechanism between the two programs. This could be as simple as a joint coordinating or planning committee or as complex as asking Head Start to begin using developmentally appropriate Follow Through models in their programs.

The purpose would be to increase Head Start's awareness of Follow Through programs and to help them better prepare children for the transition into the regular school classroom.

I have a sub-recommendation under that, that I'd like you to also think about. This is more in terms of long-range planning, however. Although it is probably unrealistic to think that our appropriation could ever reach that of Head Start's, we would like you to consider eventually bringing Follow Through to within approximately one-tenth of Head Start's funding level, then linking the two appropriations together on a percentage basis.

For example, when Head Start gets a two percent increase, Follow Through appropriations automatically increase two percent. We believe that over a ten-year period, we could be serving most, if not all, Head Start graduates as they enter school.

Preliminary calculations—and we've only been working on this for a couple of weeks—lead us to believe that Follow Through models will cost about one-tenth of what Head Start costs per child. This isn't to suggest that Head Start is expensive, only to realize that schools across the country are already providing three to four thousand dollars per child for the average educational program.

The Follow Through add-on to that is probably not going to amount to much, relative to the average cost per child in school or in Head Start, for that matter, so we believe that we could probably serve or address the needs of most Head Start kids coming into schools within a ten-year period.

It will take some gearing up and some strategic planning, with about ten percent or one-tenth of the Head Start appropriation, whatever it is at the time, if our goal is to ever really try and serve Head Start kids as they are coming out of Head Start and into the schools.

Our third recommendation is that some type of formal connection between Follow Through, Chapter 1, Chapter 2, Even Start, and other Federal education programs serving at-risk elementary students, also be required in this and related authorizations, again tying these programs together, at least with language and preferably with law.

Although these programs approach similar issues in different ways, there is much that can be done through better coordination of effort and information. At the present time, for example, we are being encouraged by the Department of Education to disseminate our model programs through Chapter 1, but the Department has not even allowed us to participate in their regional meetings.

If language could be developed that would ensure more cooperation and communication, all of these programs, including Follow Through, will benefit. The final recommendation goes back to our primary goal of providing increased and improved services to at-risk students without significantly increasing Follow Through's appropriation.

After wide-ranging discussions among our membership during the past two weeks, there is a growing consensus that some type of turnkey system needs to be developed so that Follow Through can expand the number of schools and students served.

We suggest that, one, we preserve our current training and demonstration capabilities; two, that we begin offering the Follow Through programs to more new school districts and children on a rotating basis. Under this turnkey system, a school or district would be invited to implement Follow Through models with the Federal Government providing a specific amount of money for a limited amount of time.

We believe that most Follow Through models could be implemented and to some extent, institutionalized, within the school district to become actually part of that system rather than an add-on to it, within three to five years. The realistic number is probably closer to five than three and it depends a lot on the type of model that we're talking about.

A new school district would know at the start that they have a certain number of years to institute the program and that they will have to assume full responsibility for it at the end of that time. By cycling new districts through the program every three to five years, we could begin to serve significantly more children in schools without significantly increasing our appropriation.

At current funding levels, however, it is important that you understand that we will never begin to approximate serving all or even most Head Start graduates even with a turnkey type system.

We have not worked out all of the details of this plan, but we believe that it could be a workable solution to what many of us in the program have long believed to be a serious problem. Everyone wants to provide more effective services to more at-risk children, but in our current mode, we are finding it difficult to interest new schools in adopting effective educational programs without some financial support.

The turnkey system would provide an incentive, seed money, if you will, that could ultimately lead to real school reform. That's what we are about. We are not tweaking at the edges of a system or fine tuning an already failed system. We're talking about major system change.

By putting a limit on the time and money a school district has to adopt our models, we will be able to serve many more children over the long run and implement our models in more schools than we can under present conditions. By doing so, we may be much

more effective in meeting the goals set out for us in our original authorization 23 years ago.

Many other possible recommendations have been discussed among our members, but we have selected these because we believe they are achievable, affordable and could result in greater service to more kids.

If you believe that these or other recommendations have merit, we would be pleased to provide whatever technical assistance you and the professional staff members might desire in further developing and improving upon our plans.

Thank you.

[The prepared statement of Eugene A. Ramp, Ph.D., follows:]

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PREPARED STATEMENT OF EUGENE A. RAMP, Ph.D.
President, National Follow Through Association
February 21, 1990

On behalf of the National Follow Through Association I would like to thank Chairman Kildee for the invitation to provide testimony on the reauthorization of the *Follow Through Act*, before the Subcommittee on Human Resources, Committee on Education and Labor, U.S. House of Representatives.

My academic and professional experiences include a Ph.D. in developmental and child psychology from the University of Kansas and a faculty appointment in the department of human development at the University of Kansas. I am also the executive director of Educational Systems Associates, a consulting group based at the University of Kansas. My involvement in the Follow Through program spans more than 22 years. I am president of the National Follow Through Association and a Follow Through sponsor. The name of our model is the Effective Schools Approach.

Introduction

Follow Through is an ambitious, enduring and effective federal education program. It provides proven educational models to school districts with Head Start children and Chapter 1 (E.C.I.A.) students in the elementary grades. While Follow Through is small ($7.1 million in FY 1990) compared to Head Start and Chapter 1, its significance should not be measured by its scale in the federal budget. In the breadth of educational viewpoints it embraces, the richness of knowledge it has produced, and in its influence on educational practice throughout the country, Follow Through must be viewed as a major federal achievement in education. Many of the most effective model education approaches developed in the past two decades were born in the Follow Through program. Dozens of well known educational practices developed in Follow Through are being used in classrooms and schools across the country.

Follow Through is unique among federal education programs. It is a comprehensive approach to working with at-risk students. It is a complete, full-day educational program. Children are never pulled out of the classroom to participate, as is often required in other federal programs. It is also designed to make the transition from Head Start to the regular school system less traumatic and more satisfactory for students and teachers. In this way, gains made in Head Start are maintained and strengthened in the public and private schools these children attend. Schools implementing Follow Through models generally provide:

- High quality classroom programs covering basic academic areas, social studies, arts and sciences;
- access to comprehensive health, social, nutritional and psychological services; and
- parent involvement activities that encourage and reinforce parents to become actively involved in their child's education.

Follow Through has also been effective. According to Department of Education reports, Follow Through projects have a significant record of effectiveness when compared with other federal education programs. For example, 70% of Follow Through projects were validated as exemplary and effective by the Department's Joint Dissemination Review Panel, largely based on achievement test data. This represents the largest proportion of validated projects of any federal program. A major independent study conducted for the Department, found "impressive gains in reading, math, and language arts achievement scores" in 90% of Follow Through projects studied. Follow Through is also strong in parent involvement. In another study, it was found that this program had "greater amounts of parent involvement in all aspects of project management and operation" than did any of the other four federal programs studied.

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This program serves as an important national reservoir for effective educational programs, practices and policy information that can help to relieve the crisis at-risk children face in our society. Follow Through is positioned to offer national demonstration and dissemination of the programs developed under its auspices. It also serves as a national laboratory, operating in classrooms across the nation. We do not believe this nation can afford to lose the Follow Through program. It is an extraordinary national resource that can provide the much needed transitional services between Head Start and the regular school system.

In spite of the important work and impressive accomplishments of the past 20 years, the Follow Through program has experienced serious deterioration in funding and service capability. The original mission of Follow Through was to follow-up on Head Start children when they entered the early elementary grades. As Head Start funding has increased, Follow Through appropriations have decreased from a high of more than $70 million in 1970 to a little over $7 million in 1990. During this time the problems of at-risk children have grown more numerous and complex. The American elementary school was designed for a society that no longer exists. Follow Through can help bring schools into the 21st century if given a chance. The Members of this subcommittee need to decide whether to allow the program to continue to deteriorate and die, or to authorize Follow Through to do the job that it is so uniquely qualified and prepared to do.

The Need For Follow Through

Follow Through is the only federal program specifically designed to bridge the gap between Head Start and the early elementary grades. The transitional services provided by Follow Through help to prepare the way for at-risk children upon entering school. Most school districts are unprepared to deal effectively with these students. Chapter 1 is not very effective in this regard because it is a remedial program that supplements the regular school program, whereas Follow Through is preventive and becomes the regular school program. We know how critical this transition period is from more than 20 years of experience, but many education researchers, who have nothing to do with the Follow Through program, are also beginning to focus on the problem.

> *There is good reason to think that how children make the transition to full-time schooling will have implications both profound and long lasting...we think it likely that the academic difficulties experienced by many minority youngsters are peculiarly traceable to adjustment problems and patterns of underachievement that begin in the first years of formal schooling...by the end of the third grade, children are launched into achievement trajectories that they follow the rest of their school years. (Alexander & Entwisle, 1988)*

Follow Through, like Head Start, is a comprehensive service delivery program. It attempts to deal with the whole child, including instructional, medical, dental, nutritional, social and other factors that influence a child's growth and development. Follow Through is also intensive in its approach to serving at-risk children. It is a full day program, even at kindergarten. It involves the whole classroom and the whole school in many instances. In some cases, our programs are being implemented district-wide. There is also an intensive program to involve parents in the education of their children at every Follow Through site. The goal is to make learning a respected activity in the home and neighborhood. In brief, we try to impact the child's entire life through our classroom and parent involvement programs.

Follow Through was originally authorized to follow-up on Head Start preschool children upon entering the early elementary grades. The reasons for the program's authorization 23 years ago are as compelling today as they were then. A recent, front page article in the *New York Times* (February 14, 1990) stated:

> *...a quarter-century's experience has shown that a one-year program, with little follow-up once the children reach school, cannot combat the ills of poverty. While Head Start gives many children a positive attitude toward school, their academic gains drop off within several years. Studies found no lasting gains in academic performance compared with poor children who did not attend Head Start. One Maryland study found that Head Start children were more likely than middle-class children to be held back, to be placed in special education programs and to score low on standardized tests.*

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The same *New York Times* article went on to quote a well-known child development expert on the subject:

> *"The problems of poor people are not going to be solved by giving their children one year of preschool," said Edward Zigler, a professor of psychology at Yale University and one of Head Start's first administrators. Mr. Zigler says that as poor children grow older they continue to need the same comprehensive services and special attention that Head Start devotes to them in the beginning, but few schools have the money or staff to provide them.*

Mr. Zigler's final comment has particular relevance for this hearing.

> *While Federal aid to Head Start has increased over the years, money for Follow Through, a program to extend some of Head Start's services, has dried up.* (*New York Times*, February 14, 1990)

We hope the distinguished Members of this subcommittee will give serious consideration to what it will mean if we lose Follow Through. We also urge you to consider the dire implications of allowing the program to continue to deteriorate or linger in its present status. Something needs to be done soon if we are to have a fighting chance of reforming education for the disadvantaged in this country. At this time we are attempting to wage a war with our hands tied behind our backs. Every day we are seeing new and more dramatic problems coming into our schools. The challenges of serving the disadvantaged 20 years ago pale in comparison to the problems we see in our schools today. Crack babies are already in our kindergarten classrooms. The mothers of children in our classrooms are usually no more than children themselves. Statistically, we know that over 1,300 teenagers give birth to a child every day, and that more than 40 teens give birth to their third child every day. Our schools are ill-equipped to deal with the problems they face today. Imagine how much more difficult their job will become during the decade ahead.

What We Have Learned From Follow Through

What Follow Through has taught us could fill volumes. But for the purpose of these hearings, let me try to summarize some of the more important issues. From our experience and from statistical reports, we know that more than 60 percent of mothers with children under 14 are in the labor force, and that more than half of mothers with children under 1 year old are working. We know that less than half of all preschool children are immunized against preventable diseases. We know that approximately 10 million children have no health care and that over 18 million have never seen a dentist. More than one-third of all children under 18 years are living with only one parent, and the number of children living with a divorced mother has more than double in the past 20 years. We know that more than 40 percent of the poor in this country are children. It is estimated that over 70 percent of all children have experimented with drugs in some form, and that over 25 percent of all children will be on welfare at some point prior to adulthood.

During our years in Follow Through we have also learned to recognize serious **risk factors** that increase the likelihood of children failing or having difficulties in later life. The most serious factors that will predict later failure for a child include: 1) Children from families living below the poverty-level index, 2) children living with one parent, 3) children whose mothers have not completed high school, and 4) children whose primary language is not English. Research also shows that the number of children in these risk categories will be increasing significantly over the next 25 years.

During the past 20 years, we have learned a great deal about the need for educational change and how to make it happen. We have learned what effective schools are all about, we have learned what makes teachers most effective, and what effective school leaders do. These are not just lessons learned in Follow Through. A considerable body of contemporary educational research has borne out most of the lessons that we have learned in Follow Through and validated most of the successful practices that have been developed.

We know, for example, that **effective schools** have a positive climate, and that our attitudes, behaviors and values profoundly affect student outcomes. We have learned that for schools to be most effective they need to specify goals and objectives, and that these should be established with broad school and community involvement. By doing so, we can increase commitment to the program and to the school. We have learned that successful schools have a high degree of coordination between all special school programs. This is important in order to avoid confusion and conflict that can disrupt the education

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process. Effective schools have a significant amount of parent involvement in most school activities. This can lead to achievement and attitude benefits for students. Effective schools provide staff development, especially training in effective Follow Through methods. Finally, effective schools utilize evaluation results to guide program practice, and they have strong instructional leadership.

We have also learned a lot about **effective teachers**. They tend to use instructional methods and materials that are appropriate for the skills being taught and the evaluation systems that are utilized. These methods include individualized systems of instruction, cooperative learning procedures, direct instruction and many more. Successful teachers also find a way to maximize academic learning time for their students. The more time children spend engaged in learning activities, the more learning takes place. Effective teachers expect every student to succeed. Although some teachers are unaware of the messages they send to their students, Follow Through teachers are usually trained to project high expectations for all students to motivate them to achieve their highest potential. Effective teachers provide regular feedback to students and provide positive reinforcement for appropriate classroom behavior. They carefully monitor the progress of every student and know when to recognize performance and when to provide remedial instruction.

Follow Through has also learned what constitutes **effective school leadership**. We know that successful leaders define the school mission, usually in collaboration with parents, teachers, and other school administrators. We know that effective school leaders plan for school improvement. They do not just wait for it to happen. These people make instruction the major school priority. They establish academic standards that lead to growth and improvement for both students and teachers. They reinforce academic improvement through some type of system that rewards achievement and productive effort. Effective school leaders also develop and utilize the skills of school district personnel.

It is not enough just to know what works best in improving the life chances of students served by Follow Through. It is also important to understand the process of educational change and how to bring it about. We know from experience that **effective educational change** requires learning new skills -- not just doing the same thing in a different way, but changing our behavior. This can be a most difficult process. We have also learned that effective educational change requires an understanding that the new way works better than current practices. Not that what is being done now is necessarily wrong, but that there may be a better way. Change requires administrative school leadership and district support -- not directives from the top down, but an understanding of the program and an enthusiasm for it. Educational change requires support systems. In addition to the obvious types of support such as training and technical assistance, moral support is essential to help cope with change-induced anxiety. We have learned that educational change is a time consuming process. Implementation and institutionalization of effective school practices take from three to five years on average. The problems we are addressing did not come about overnight, and they will not solved in a short period of time. Educational change is also a complex and personal process -- it is not an event that follows enlightenment. The final element of effective change is stress. Real education reform is seldom easy or painless. Those courageous enough to enter into this process deserve to know what to expect, and our experience and expertise is usually appreciated.

In addition to knowing what works and what needs to be done to change the system, Follow Through has also learned a great deal about **effective strategies for producing change**. Perhaps the most important lesson we have learned is that we must emphasize faithful adoption of the new approach if it is well designed and documented. We have learned that it is important to use a formal plan of adoption developed jointly by the district and the Follow Through sponsor. The formal plan, however, should be supported by informal activities that promote interaction and dialogue among the participants. We know that it is better to attempt change on a complex scale -- more is better. Simply fine-tuning a failing system is not going to produce the type of change necessary to help the children served by Follow Through. Major system changes are usually in order, and they are more likely to occur if it is done on a large scale. We also know, however, that change should be carried out in small, manageable steps, so that the participants can experience success and see results that help to motivate them as the process continues. And finally, we have learned that it is important to allow participants to volunteer to help with program improvement rather than dictate who shall be involved.

Response To The Department's Budget Justification

We would also like to respond briefly to the points made by the Department of Education in their budget justification for Follow Through (*"1991 Budget Proposal,"* on page C-131, under *School Improvement Programs*, 13. Follow Through).

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First, they state that *"No funds are requested for Follow Through in 1991."* Although disappointing, this came as no surprise to anyone in Follow Through. Next the department states that *"The basic objectives of the program have been met."* It is our opinion that the basic objectives of the Follow Through program have, for the most part, never been addressed. At the present time, Follow Through funds directly support only 12,500 children according to the department's budget document. Follow Through is supposed to be addressing the needs of at-risk children in this country, numbering in the tens of millions. The department then states that *"Outstanding models for early childhood education have been developed, refined, and disseminated for over 20 years."* This is true, and we appreciate their acknowledging our outstanding models.

The next statement, however, *"The National Diffusion Network has disseminated exemplary Follow Through projects and can continue to do so after the termination of Follow Through as a categorical program,"* is inaccurate. The National Diffusion Network has never, to the best of our knowledge, disseminated a single Follow Through model. In fact, it has been our experience that the NDN discriminates against Follow Through projects because they are comprehensive in nature and do not provide a quick fix for a particular problem. The other point we would like to make about this statement is that if Follow Through were to be discontinued, and no projects or model sponsors existed, there would be nothing left to disseminate, even if they decided to do so.

The final statement of the department's budget justification is *"Activities to improve educational programs for children in early elementary grades can continue to be carried out under Chapter 1 grants to LEAs as well has under Chapter 2 State Block Grants."* Chapter 1 and Chapter 2 programs fulfill an important and critical need in serving at-risk children. They are very different programs, however, from Follow Through, and it should not be expected that anything like Follow Through-type programs could be carrie I out under their auspices. Chapter 1, according to federal regulation, can never be more than a supplement to the regular school program. By contrast, Follow Through endeavors to become the regular school program. Chapter 1 is a remedial program, whereas Follow Through is preventive. For example, children are admitted to Chapter 1 after a problem has been identified. They are typically removed from the regular school classroom to receive the supplementary Chapter 1 service and later returned to the classroom. Once their problem has been "solved," they are then ineligible for Chapter 1. If the problem returns, and it usually does, they are then readmitted to Chapter 1 services. This produces a yo-yo effect that is not always conducive to effective treatment. By contrast, children with high risk factors typically enter Follow Through in kindergarten and are continuously served through the end of third grade.

The suggestion that Chapter 2 State Block Grant funds could be used is misleading. By the time Chapter 2 funds reach the local school district, there is usually less money available than a single Follow Through grant would provide. Additionally, Chapter 2 funds are typically utilized for equipment and services that do not require ongoing district support, in the event funds are discontinued. Follow Through programs by contrast, attempt to become institutionalized and part of the school district. It is unlikely that districts will use Chapter 2 funds for these types of activities.

In summary the basic objectives of Follow Through have hardly been addressed, let alone met. We have some outstanding models for early childhood education, but the National Diffusion Network has not been helpful in disseminating them, nor could it be helpful in the future if there were no models to disseminate. Chapter 1 and Chapter 2 programs have an important but different approach to working with at-risk children.

Recommendations For Reauthorization

Follow Through appropriations today are one-tenth of what they were 20 years ago. During this time, the problems that Follow Through was supposed to address have been steadily increasing, and our schools are finding it increasingly difficult to cope. Instead of providing services to 1.2 million, or even 120,000 children, in hundreds of schools throughout the country, we support only 12,500 children in a small number of demonstration classrooms. Though it is important to preserve this demonstration capacity, it is essential that Follow Through be allowed to expand its ability to serve more children in more school districts. As we will explain later, it is possible to do this without a significant increase in funding.

We realize that this panel deals with authorizations not appropriations, but we must begin here if we are to build on the present capabilities of the Follow Through program. First, we would like to recommend that the Authorization of Appropriations not state *"such sums as necessary."* This has been used in the past to allow more flexibility in negotiations among the Members. It has, however, also been associated with steady and

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significant declines in appropriation levels. May we instead recommend that a specific amount be stated for each year based on what you want Follow Through to do, and an appropriate funding level with which to accomplish our goals (eg., $10 million, $15 million, $20 million, etc.).

Second, we would like to recommend that Follow Through be more closely aligned with Head Start. This does not necessarily mean major changes in the legislative or administrative requirements of the program. Nor does it mean that our appropriation be significantly increased. What we would like you to consider is requiring (legislating) some type of formal communication mechanism between the two programs. This could be as simple as a joint coordinating or planning committee. The purpose would be to increase Head Start's awareness of Follow Through models and to help them better prepare children for the transition into school. Though it is probably unrealistic to think our appropriation could ever reach that of Head Start, we would like you to consider eventually bringing Follow Through to within approximately one-tenth of Head Start's funding level, and then linking the two appropriations together on a percentage basis. For example, when Head Start gets a two percent increase, Follow Through appropriations automatically increase two percent.

Our third recommendation is that some type of formal connection between Follow Through, Chapter 1, Chapter 2, Even Start and other education programs serving at-risk elementary students be required (legislated) in this reauthorization. Although these programs approach similar issues in different ways, there is much that could be done through better coordination of effort and information. At the present time, we are encouraged by the Department of Education to disseminate our programs within Chapter 1, but the Department has not even allowed us to participate in their regional meetings. If language could be developed that would ensure more cooperation and communication, all of these federal programs would benefit.

The final recommendation we would like to make goes back to our original mission of increased service to at-risk students without significantly increasing Follow Through's appropriation. After wide-ranging discussions among our membership during the past two weeks, there is a growing consensus that some type of *"turnkey"* system needs to be developed so that Follow Through can expand the number of schools and students served. What we would like to suggest is that we 1) preserve our training and demonstration capabilities and 2) begin to offer the Follow Through programs to more new districts, schools and children on a rotating basis. Basically, a school or district would be invited to implement Follow Through models, with the federal government providing a specific amount of "seed money" for a limited amount of time. Most models can be implemented and, to some extent, institutionalized within three to five years. A new school district would know at the start that they have a certain number of years to institute the program, and that they will have to assume full responsibility for it at the end of that time. By cycling new districts through the program every three to five years, we could begin to serve significantly more children and schools, without a significant increase in spending.

We have not worked out all of the details of this plan or the additional costs, if any, but we believe this to be a workable solution to what many of us in the program have long believed to be a serious problem. Everyone wants to provide more effective services to more at-risk children, but in our current mode we are finding it difficult to interest new schools in adopting effective educational programs without some financial support. Perhaps by putting a limit on the time and money a school district has to adopt these models, we will be able to serve many more children over the long run, and implement our models in more schools than we can do under present conditions. By doing so, we may be much more effective in meeting our original goals and objectives set out in the original Follow Through authorization 23 years ago.

Many other possible recommendations have been discussed among our membership. We have selected these because they are achievable, affordable and will result in improved services to more disadvantaged children. If the Members believe that these or other recommendations have merit, we would be pleased to provide whatever technical assistance the professional staff members might desire to further develop and improve upon our plans for the future of this important program.

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Chairman KILDEE. Thank you very much.

Dr. Busch.

Dr. BUSCH. Thank you, Chairman Kildee, Mr. Tauke. Ladies and gentlemen, it is an honor and a pleasure for me to be here this evening and to share with you specifics with reference to the Follow Through Program and perhaps to share some information from a practitioner's standpoint.

I am Russ Busch, Director of Grant Programs for the Richmond City Schools, with the responsibility for administering over 12 different federally funded programs in the Richmond City Schools.

Let me first of all start off by giving you a perspective of the historical ideas of the Follow Through Program in the Richmond Public Schools. As you have done in your introductory remarks, of course, the Follow Through Program, since the 1967-68 school year was one of the first, of course, that we implemented in the Richmond Public Schools.

In so doing, we have data and research that, certainly, we would be happy to share that will reveal long-term effects of the Follow Through Program in a positive sense as far as child development, as well as the other areas of attendance in school, improved parent/child relationship, career development, families and parent involvement, parent education, staff development and community involvement.

I listened intently to some of the previous testimony and some of the questions raised. As a practitioner in the school system, certainly, of course, I would be in a position to supply some of these answers from the standpoint of the Richmond City Schools.

I can assure you, first of all, that there is a very unique place for the Follow Through Program in terms of education in America and, most specifically, in my district in the Richmond City Schools.

In 1977, our program received national validation as a resource center by the Joint Dissemination Review Panel. Upon doing this, we were able to disseminate the basic model of the Follow Through Program which was the home school model, throughout the country, as such. In so doing, we have record and documentation of 22 adoptions in terms of this particular model.

In response to one of the questions, regarding implementation of the model, I can assure you, that there has been true implementation and success in many of these districts that have adopted our model.

We, of course, find that there is a positive aspect, too, in terms of Follow Through being linked to a model sponsor, specifically universities and colleges. One of the basic things that it has done, in doing this, is to give linkage not only in terms of home and school but also in terms of higher ed.

We have been able to keep at least a degree of sensitivity on higher ed levels in terms of some of the problems that we, as practitioners in public school systems, are experiencing and certainly, of course, we feel that the higher education areas would be in a position to better prepare for students that would be forthcoming to the colleges and universities.

We are very pleased, also, to report that in terms of the links that we have presently with the high school curriculum model, the primary goal of this model includes numerous ways that teachers,

parents and communities, of course, can work as volunteers in working with children and improving them in certain areas.

Three of them we recite, such as pursuing interests and ideas, living and working successfully with each other, and, using a wide range of intellectual and physical abilities.

Program outcomes of this model evidenced development in children of a broad range of skills that are essential for successful living in a rapidly changing society. The curriculum enhanced initiative of students by providing them with materials, equipment and time to pursue activities of their choosing.

There are a variety of characteristics of families that we serve in our Follow Through program. One of the bottom lines that we find in terms of this is the fact that, in many instances, in our core City of Richmond, these are single parents that we are working with.

In many instances, the statement that we've heard so often in our society, babies having babies, of course, would be realistic. Many of these mothers, for the most part, have not had an opportunity to be exposed to some of the positive things that would be essential in terms of training children or even rearing children.

This, we feel, is a plus factor as far as our Follow Through program is concerned. We have been able, through our various means of communicating, through our various group meetings and, more specifically, through PAC meetings, to bring parents in to settings where we have been able to work with them and to even assist in the training of these parents to be sensitized and to improve their abilities and their skills to work with their youngsters.

There are some positive results of the Follow Through Program in the Richmond Public Schools that I would like to cite. Basically, there are six that I have listed here that I would just briefly share with you.

First, from the standpoint of parent participation, we have found, through the Follow Through Program, that it has been a great source, as well as resource, to encourage and to have parents come in and participate. I think one of the previous questions asked was what kind of impact this program may have had on parents and parental involvement.

I would certainly testify that it has had a very positive impact from the mere fact that not only in my system, but in some of the adopted systems, we've gotten letters back commenting that they have recognized an increased involvement of parents as a result of the program.

In many instances, these persons have had a need for some type of vehicle to bring them together, not just for the sake of meeting, but to bring them together for constructive kinds of discussions, even to the extent of some how-tos and how-to-dos, as far as working with children.

Additionally, we hold monthly demonstration dissemination workshops to work with parents and other school divisions or districts that have come to share our particular model.

Third would be community support. We have a variety of testimony that we could share. One that most readily comes to mind is that we've had the business community rally around our Follow Through Program, recognizing as has been said by Mr. Poshard, the idea that, to get to the problem, in many instances, of young-

sters that we are experiencing today, certainly, it would rest with the home and the idea of getting to parents.

Through that, we've had some support not only from the business community but even from a practicing dentist, who recognized that we had limited funds and that these youngsters had some very acute needs for dental work and the like. He volunteered time and effort to say, "If these youngsters can get to my office or if you can get them to my office, I will surely work with them." It's a matter of getting not only to the parents, but certainly, more importantly, to the children.

We have garnered positive community support through our Follow Through Program.

Additionally, as I mentioned, the idea of parent advisory committee activities. This, as I said, is not just a meeting for the sake of a meeting, but training activities and specifics that help parents to work with their children.

We have had positive relationships with our model sponsors, as I've indicated, and through university contacts and the like. We've been able to collectively come forth with ideas to share as to how we can effectively meet the needs of the boys and girls in our Follow Through Program.

There are some examples that I can give in a variety of ways with reference to the success of the Richmond Follow Through Program from the standpoint of parents. Before doing that, there is one other item that I would like to mention that we feel we've had quite a bit of success with as far as Follow Through is concerned.

We annually sponsor a Parenting is Basic Conference. We have done this for the last 12 years. In sponsoring this conference, which is put on by the Follow Through Program, we have been able to attract parents, the business community and community personnel to this particular conference and exchange ideas, not just from the standpoint of improving the educational opportunities for boys and girls, but to improve our community.

As you will perhaps be aware of, Richmond, unfortunately, like many, many of the other locations throughout the country, has become sort of a mecca for crime.

We feel, through our vehicle of parental involvement, through the communications that we have been able to get out, that we have been able to at least make some indentation in terms of communicating to parents and perhaps preventing some of the potential problems that could precipitate from some of the core city situations that exist in our city.

We have some parents that have been involved in a variety of ways, but there are two testimonies I'd like to share briefly. One is with reference to, and we conferenced with these individuals before departure, a Mr. and Mrs. Griffin, a husband/wife team.

Prior to their involvement in Follow Through, I think that one of them had not even completed the eighth grade and the other did finish high school. As a result of the kind of training, the incentive and the positive effects that they have garnered through the Follow Through Program, we are very pleased and very proud.

Mr. Griffin is but just a testimony, as well as his wife, to the kind of success stories that we've realized in terms of parent involvement in Follow Through. As a result of that, Mrs. Griffin has

gone on to complete a college degree. She is a very productive citizen and, not only that, but in the area of social services.

As she has commented to me time and time again, she definitely knows, of course, many of the kinds of concerns that our parents have because she has been there. Mr. Griffin is now a journalist and a photographer with one of the local newspapers, very actively involved, with the Follow Through Program.

The additional story would be with reference to a Ms. Essie Miller who was a school drop-out. At one point, Ms. Miller had made it quite clear that she saw no direction in life for herself or for her children.

Through her involvement in the Follow Through Program, Mrs. Miller was the recipient of a scholarship just this past October as a result of a scholarship foundation that was established in the name of one of our former supervisors of the program.

She is now attending one of the local community colleges and doing quite well academically.

As the result of these kinds of testimonies and the like, the spin-off effect certainly rests with the children. We see positive self esteem that these youngsters now have been able to garner, not only through the success of their parents but through the involvement of their parents in the Follow Through Program.

I would want to say in closing that we would very, very strongly recommend the reauthorization of Follow Through and certainly stand available to give testimony and specifics as far as the success, as well as the many, many benefits and the uniqueness of the Follow Through Program as it has impacted the Richmond Public Schools.

Thank you.

[The prepared statement of Russell M. Busch, Ed.D., follows:]

Focus for Follow Through
TESTIMONY before
Subcommittee on Human Resources

February 21, 1990
2:00 PM
Room 2261

Rayburn House Office Building

The Honorable Dale E. Kildee, Chairman
Subcommittee on Human Resources
U. S. House of Representatives
Room 320, Cannon House Office Building
Washington, D. C. 20515

Dear Congressman Kildee:

It is an honor for me to appear before this Subcommittee on Human Resources to testify in support of funding the Follow Through Program; the achievements of the Follow Through Program in the Richmond City Public Schools for children and parents; and share some of the positive impact that this program continues to make in community activities.

Historical Perspective on the Effectiveness of Follow Through in the Richmond Public Schools

Since the 1967-68 school year, as one of the first forty Follow Through Programs to be funded, Richmond Public Schools' data collected in numerous research studies revealed that long-term effects of Follow Through are positive in terms of child achievement, attendance in school, improved parent-child relationships, career development of families, parent involvement, parent education, staff development and community involvement. These studies were conducted by outside agencies and local researchers that included representatives of Model Sponsors, (Universities of Florida, North Carolina and High Scope Foundation) U. S. Department of Education representatives and researchers in Richmond, Virginia.

In 1977, our program reserved National Validation as a Resource Center by the Joint Dissemination Review Panel for its achievements in Parent Education and Involvement in the teaching-learning process. Spin-off benefits of this national validation resulted in 22 adoptions as a funded Resource Center.

After the demise of the North Carolina Parent Education Model's Sponsorship, Richmond initiated the utilization of the High/Scope Curriculum Model. Primary goals of this model include numerous ways teachers, parents and community volunteers facilitate learning for children in these areas:

1. Pursuing interests and ideas
2. Living and Working successfully with others
3. Using a wide range of intellectual and physical abilities.

Program outcomes of this model evidenced development in children a broad range of skills that are essential for successful living in a rapidly changing society. The curriculum enhanced initiative of students by providing them with materials, equipment and time to pursue activities they choose.

Characteristics and Needs of Families Served by Follow Through

Included in our enrollment of over 200 students, grades K-3, 83% came from one-parent families that reside in public housing where drugs, crime, poverty, unemployment or underemployment and other social ills are part and parcel of daily living. Self-esteem of children and families is very low.

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More than half of the mothers were teenagers when these children were born. Many have younger siblings in over-crowded households. School then, is the beacon for bringing hope to these families where success has evaded them for generations.

Needs of these children and parents are being met through the involvement of paraprofessionals who work in a dual role of classroom aide and parent educator that results in one-to-one teaching and learning in both school and in the home. Through the use of home-learning activities developed from salvage and inexpensive materials, parents are trained to reinforce and enrich instruction initiated in classrooms.

Unlike other programs, such as Chapter I and II, Follow Through is focused on meeting unique needs of children in school and in structured training for parents and community volunteers in home settings as well. Yet, the change in population with a greater number of younger parents with limited experiences makes the need for continuation of Follow Through more crucial than ever.

Through the "Plan-Work-Represent-Evaluate Sequence" of the High/Scope Model, children and parents are learning to structure activities, not only in the curriculum, but also in extra-curricular activities.

Positive Results of Follow Through in the Richmond Public Schools

1. Parent participation is greater in Follow Through than in any other program in the Richmond Public Schools. For the last 11 years, parents have sponsored a "Parenting Is Basic Conference" that provided training for parents, administrators, teachers and community representatives from several states. Over 500 people attend these annual events.

2. Demonstration and Dissemination workshops are held monthly for interested groups from Richmond and other localities.

3. Community Support from various organizations such as Red Cross, United Way, Universities, Cooperative Extension Service and other citizen groups ranging from teenagers to retired persons continue to provide volunteer support services as needed for children and parents. These services have been both preventive and corrective in health, nutrition, guidance, counseling, career development and cultural enrichment.

4. Policy Advisory Committee Activities have been highly effective in providing training for parents in goal-setting, decision-making, child development, health, safety, interpersonal relations, parenting skills and in other areas. Many parents have been getting inspired to continue their education by getting GED's and college training. During more than 20 years of operating the Follow Through Program in Richmond, many parents have been employed in various careers as teachers, clerical workers, social services and in other careers.

5. Positive Sponsor/District Relationships enhance the quality of education for the school system through the provision of training for Follow Through professionals, paraprofessionals, parents and school administrators. Interpersonal relationships have been enhanced by Model Sponsors through the years.

6. Dissemination and Demonstration of successful components in Follow Through have attracted visitors to observe Richmond's program from such countries as England, Australia, Israel and from many states in the United States.

Examples of Success Stories in Richmond's Follow Through Program

1. Mr. & Mrs. Warren Griffin and their seven children benefitted from Follow Through in numerous ways: the students were high achievers, both parents went back to school. Mr. Griffin is a journalist and photographer while Mrs. Griffin works as a professional in the Department of Aging for the City of Richmond.

2. Ms. Essie Miller, single mother of two children and a resident in the Fairfield Court's Public Housing Community has enrolled in college with a scholarship that was awarded from funds given in the name of the former Follow Through retired supervisor. This honor elevated Ms. Miller's self-esteem. She was a guest on National television as a result of her outstanding community services.

Recommendation

Based on the need for Follow Through in Richmond to provide a "hand-up" out of poverty and create opportunities to cure the social ills for many children and families, I recommend that this program will continue its funding with an increase of funds to secure services to meet the increasing needs of our young parents and their children.

Sincerely,

R. M. Busch
Director of Grant Programs
Richmond Public Schools

Chairman KILDEE. Thank you very much, Dr. Busch. I particularly appreciate your addressing the question I raised earlier about parenting. I think that is a very important element in this program and you certainly are emphasizing that in your program in Richmond.

Dr. Adams.

Dr. ADAMS. Chairman Kildee, thank you for the opportunity to express my views on the reauthorization of Follow Through. I have come to know directors of other Follow Through Programs and have been very impressed by their models, but I know my own model best and most of my comments will have to do with the model used in my district.

My district is the Leflore County School District in Northwest Mississippi. It is a flat farmland area in the Mississippi River Delta. After reviewing several Follow Through models, we chose the model of High Scope Educational Research Foundation in Ypsilanti, Michigan. It is the cognitive oriented curriculum model.

We have been very pleased with the model and, as a result of using it, can say that because of Follow Through, young children from low income homes have been more successful in school. Ninety-five percent of the Follow Through children in our district are low income.

As you may see in our written testimony, research shows that the achievement test results of our Follow Through children is remarkably higher than that of non-Follow Through children in the same school.

I was interested in Mr. Tauke's comments concerning whether Follow Through should serve primarily as a demonstration function or serve as a larger scale program for educating children. My answer would be that there is a great need for both.

As an administrator in a district in which ninety percent of the children are low income, I dream of being able to serve all of our primary children through Follow Through. As I see what Follow Through means to our children, I feel a missionary zeal to tell others so that they can also institute Follow Through to serve their children.

In his September 28, 1989 address at the Education Summit, President Bush referred to the estimate of the National Assessment of Educational Progress, that fewer than one out of four high school juniors can write an acceptable letter of persuasion.

In your folders are those letters that you mentioned that were written by some of our third grade Follow Through children. Their children, Mrs. McCain, told them that you were trying to decide whether to continue Follow Through, and some of them wanted to write you. She gave them your address, but she didn't tell them what to say and she didn't check their letters or correct them. She just sent them to me.

I would like to read one of these letters now:

"Dear Mr. Chairman, I love Follow Through. I've learned a lot of things in this class. We have so many things to help us learn. I love to do lots of things in Follow Through. Mrs. McCain makes things to help us do better in class. Please do not take the Follow Through Program away. If the program is cut, the other boys and girls will not have the opportunity to do the things we did in

Follow Through. We love Follow Through very much and, please, do not take it away from the other boys and girls. Very truly yours, LaShante Golden."

Chairman KILDEE. We should CC copies of that to my good friend, Richard Darman and the President. Go ahead.

Dr. ADAMS. These letters may not be written perfectly, but we believe that eight-year-olds who write letters like this will be high school juniors who can write adequate letters of persuasion.

Chairman KILDEE. On that, again, I read the letters and that type of testimony is too often overlooked, not only in Follow Through but in all the education programs. We are so consumer oriented in other areas, but very often, not sufficiently so when it comes to education.

If those who are receiving the services have a good feeling about it, we should probably show some wisdom by listening to them. That's why I decided to place the letters in the official record.

Dr. ADAMS. Thank you for that. The educational services to Follow Through children would not be assumed by Chapter 1 or Chapter 2 if Follow Through were discontinued. Chapter 1 is a remedial program. Its focus is on correcting children's academic deficiencies after they develop. Follow Through is preventive.

Chapter 1 pulls children out of their classes for extra help in reading or mathematics or language; in our district and, I believe, in most, children are served only in the one area in which they are most behind.

Follow Through serves children in their own classrooms in reading and mathematics and language arts and science and social studies and art and physical education and all other parts of the curriculum.

Although our process or how we teach could be adopted by Chapter 1, it is not the present intent of the law that Chapter 1 be used to teach the entire child the entire curriculum. None of the children who wrote you the letters would presently be served if there were no Follow Through.

One transferred into our district at the beginning of this year. The others were in Follow Through last year and their achievement test scores are too high to qualify them for Chapter 1 services.

We feel very strongly that a powerful primary program for the entire kindergarten through third grade period is important to firmly consolidate the gains made in overcoming the educational disadvantage of a low income background.

Chapter 2 funds in my district are used to assist with programs for student drop-out prevention, curriculum development, teacher effectiveness training, staff development training and gifted and talented projects. Chapter 2 funds are not adequate to take the place of Follow Through, nor do the two programs serve the same needs.

The dissemination function of Follow Through would best be served by maintaining the Follow Through Program. The 1987 reauthorization of the Follow Through Program placed greater emphasis on dissemination and demonstration.

Beginning with this changed emphasis, our model, High Scope, has increased its dissemination efforts and has helped us to im-

prove ourselves as demonstration sites. We are finding an almost overwhelming interest among other educators and corporate sponsors to implement the effective approach that we are using.

Because of our personal commitment to the program, we know it works. We can be much more effective in encouraging others to adopt the program than could a disinterested entity that is spreading information about hundreds of programs. More importantly, if Follow Through were ended and the demonstration classes were closed, there would be no Follow Through. There would be nothing to disseminate.

In his same address at the Education Summit, President Bush enumerated five areas in which he envisioned reform. I will briefly relate these five areas to Follow Through.

First, the day when every student is literate. Follow Through is successful. There is proof that children are learning. Our students are literate.

Two, a day when our educational system will be unafraid of diversity. The National Follow Through concept was designed as an experimental planned variation program whereby a number of different approaches to early childhood education were implemented. Diversity is an integral part of Follow Through. Each model is different. Adopters are free, as we were, to examine several models and choose the one or ones that best suit their needs.

Three, a day when choice among schools will be the norm, when parents will be free partners in the education of their children. The parent component, as others have already said, is an essential part of Follow Through.

We have parent committees and encourage extensive parental involvement. Last year, our Follow Through parents were so excited about Follow Through and what it was doing for their children that they insisted on paying for a banquet for other parents, school personnel, community members and Follow Through children.

These were low income parents who paid out of their own pockets because they were so excited about Follow Through, they wanted other people to know about it. These are partners in the education of their children.

Fourth, a day when we use accurate assessments, carefully linked to our educational goals. From the beginning, Follow Through has been held to high accountability. Each of our objectives is carefully evaluated. You have seen the results of my district's assessments in reading, mathematics and language. All Follow Through sites conduct assessments of their goals.

Fifth, an educational system that never settles for the minimum in academics or in behavior. We Follow Through sites have extremely high expectations for our children. We are determined to help every child develop his full potential. Since we don't know what that potential is, we must aim very high indeed, so that we will not underestimate what an individual child can do.

Our test results indicate that we do not settle for the minimum. When children are working successfully on activities they find meaningful, as they do in Follow Through, their behavior is exemplary.

May I conclude by responding to the President's statement that accountability also means we must act on what we discover. We have discovered that Follow Through is successful in accomplishing what it was designed to do. Let us act on this discovery by reauthorizing Follow Through. Thank you.

[The prepared statement of Ann Adams, Ed.D., follows:]

Leflore County School District, 1901 Highway 82 West,
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Statement Prepared for Submission to the Subcommittee on Human Resources, House Committee on Education and Labor, February 21, 1990, by Dr. Ann A. Adams, Follow Through Director, Leflore County School District.

Chairman Kildee, Members of the Committee, thank you for the opportunity to express my views on reauthorizing the Follow Through Program.

I have come as an advocate for the continued reauthorization of Follow Through:

(1) Because of Follow Through, young children from low-income homes have been more successful in school.
(2) Because of the comprehensive nature of the Follow Through Program, children's lives have been changed.
(3) The educational Services to Follow Through children would not be assumed by Chapter I or Chapter II.
(4) Sponsors are an important part of the Follow Through Program.
(5) The dissemination function of Follow Through would best be served by maintaining the Follow Through Program.

The rationale for these statements is as follows.

(1) Because of Follow Through, young children from low-income homes have been more successful in school.

Ninety-five percent of the children in the Leflore County School District's Follow Through Program are classified as low-income. When compared with similar children within the District, the Follow Through children are more successful. A comparison was made using the most recent administration of the California Achievement Tests, April 1989. These results revealed that the first, second, and third grade Follow Through students (FT) scored significantly higher in mathematics, reading, and language at each grade level than did the non-Follow Through students (Non-FT) in the same school.

Results of t-tests Comparing NCE Scores
of Independent Groups, April 1989
California Achievement Test

Subject	Grade	Direction of Significant Difference	t ratio
Language	1	FT > Non-FT	5.09*
Math	1	FT > Non-FT	4.18*
Reading	1	FT > Non-FT	7.69*
Language	2	FT > Non-FT	8.68*
Math	2	FT > Non-FT	9.28*
Reading	2	FT > Non-FT	6.85*
Language	3	FT > Non-FT	5.30*
Math	3	FT > Non-FT	5.39*
Reading	3	FT > Non-FT	3.94*

* Significant at greater than .001 level of confidence
df (degrees of freedom) = 38

In addition to having higher test scores, the Follow Through children are developing thinking skills. In January 1990 a visitor in a Follow Through classroom observed two kindergarten children. The children wanted to read some written material they had located. After a brief discussion between themselves, the children went to the computer area in their classroom. One child read out the material, letter by letter. The other child typed in the letters. They then had the computer's speech synthesizer read the material to them. This behavior is typical of the independent problem solving skills developed by our Follow Through children.

(2) Because of the comprehensive nature of the Follow Through Program, children's lives have been changed.

The Follow Through Program provides health, nutritional, psychological, social, and speech and language services to Follow Through children. In our program there was a first grade child with a physical problem. The nature of the problem was such that the other children were repulsed by the child's appearance. Rejected by his peers and many adults, the child began to exhibit emotional problems. His mother worked at a part-time minimum wage job, and his father did seasonal farm work. His family had no insurance or other resources to have his physical problem corrected. Through the Follow Through Program, medical services were provided to surgically cure his condition. This child's life was changed by Follow Through's comprehensive services.

(3) The educational Services to Follow Through children would not be assumed by Chapter I or Chapter II.

Chapter I is a remedial program which is provided to correct students' educational deficiencies after these academic defects develop. The Follow Through Program is designed to prevent educational deficiencies. The Follow Through Program attempts to assist low-income children in developing to their full potential. Our mission is not the same as that of Chapter I. Both programs are needed. No single program will be successful with every child.

Because of the successful achievement of Follow Through children, if our Chapter I guidelines were applied to Follow Through, no first and only two second grade children would have been able to return to the program this year. They would have scored too high to qualify to remain in the program. Only seven of the first, second, and third grade children in the program did not score above the fiftieth percentile in reading, mathematics, and/or language. Of these seven, four were being served by special education and would not have been served by Chapter I, anyway. We believe that serving children for the entire four years is important for long lasting impact. Even with our excellent results, we do not believe that one year in a program is sufficient to overcome the educational disadvantage of a low-income background.

In my District, Chapter II funds are used for programs for student dropout prevention, curriculum development, teacher effectiveness training, staff development training, and gifted and talented projects. These are all important needs and share the allocation of less than sixty-three thousand dollars. Chapter II funds could not be stretched to also meet the needs of our Follow Through children if Follow Through were discontinued. Our District is not the only one which is already using its Chapter II funds and its Follow Through funds to the full extent possible.

(4) Sponsors are an important part of the Follow Through Program.

Because they developed the approaches demonstrated by local Follow Through projects, the sponsors have a dedicated commitment to ensuring that the approaches are successfully implemented. They assist the local projects in maintaining a high degree of excellence and accountability. Using current research and research generated by implementation of the models, the sponsors have been able to make revisions to improve the delivery of instruction. In our District's case, in 1988 our sponsor recommended the addition of a computer area in each classroom. This addition has had a great impact on our program. This alteration in the program was not

available in 1968 when our program began. Follow Through programs are not static. All things change. The sponsors help ensure that the changes are positive and that revisions and improvements are made as appropriate.

Having local projects implement the sponsors' models has been an excellent plan. The local projects serve children and their families, deliver instruction, and evaluate the models from a very practical, realistic point of view. Local projects provide a school setting for implementation of the models and for demonstrating the models to others. Through the implementation of a model in a real school with real children, parents, and teachers, it is possible to proclaim, "This program works!" It is also possible for other educators to see that the model is successful, rather than merely hear developers describe a program they claim would work.

(5) The dissemination function of Follow Through would best be served by maintaining the Follow Through Program.

Critics may say, "Follow Through has met its objectives and should, therefore, be terminated." Is this the approach we want to use in education? Because Follow Through has demonstrated that it is successful, it should be abandoned? Do schools no longer have entering kindergarten and first grade children from low-income homes, children who attended Head Start, children who need help in developing to their full potential? Is there no longer a role for parents in their children's education? Are there no longer educators for whom "Seeing is believing" and who, therefore, need to visit demonstration sites before effecting change in their own districts?

High Scope Educational Research Foundation, our District's sponsor, is making extensive contacts and finding enormous educator and corporate interest in observing and implementing our model. Without the demonstration sites, those interested in adoption would have no place to examine the program in action to determine whether or not the model would fit their needs.

Educational professional literature gives us innumerable written suggestions for ways to educate children. However, opportunities to see successful programs in action are rare. Even more limited are the mechanisms to allow educators to learn about a successful program, observe it in operation, and be taught how to implement it in their own districts. Sponsors are particularly competent in managing the information and implementation components of this apparatus. Demonstration sites provide the "proof of the pudding", the persuasive evidence that a model works. The demonstration sites also are effective in assisting adopters in learning

how to implement the model in their own districts. There is nothing so convincing as watching children at work and talking with a teacher who uses and totally believes in that program.

Without Follow Through, there would be nothing to disseminate.

Should Follow Through then remain as it is now designed? Low-income children and parents are being served through a comprehensive educational program. Parents are learning to take part in action committees and increasing their involvement in their children's education. Dissemination of these successful programs is increasing and becoming more productive. The continuation of Follow Through is important.

Perhaps, however, some changes could be beneficial. As we have informed other educators about our program, our District has found many who were interested but lacked funds to implement the model. A suggestion has been made that perhaps Follow Through should have two parts. One part would be the sponsors and local demonstration sites and the self-sponsored programs, as they currently are funded and operate, serving children and families and disseminating and demonstrating successful programs. The other part would be the adopters. Districts could apply for a small three to five year grant to install the program they adopted. The grant would pay their start-up costs, including consultant fees. The adopters would know from the beginning that they would be expected to assume all costs at the end of the initial grant. This would enable the adopters to get the programs off to a strong start so that they could become District-sustained. This would encourage Districts to implement these successful Follow Through programs. More and more children would be served by proven programs.

In conclusion, there are many compelling reasons for continuing Follow Through.

> Through its sponsor-public schools partnership, Follow Through has an excellent combination of expertise and living laboratory for managing school improvement programs.
>
> The Follow Through Program has high accountability for producing results.
>
> Follow Through is a model for encouraging and establishing parental involvement in schools.
>
> Follow Through provides a model of a variety of successful, proven programs for other local schools to see in operation and then implement in their own districts.

Follow Through enhances the U. S. Department of Education's opportunities to develop more effective ways of using available resources to assist public schools.

As financial resources become increasingly limited, it is important for the federal government to locate, advocate, and continue those programs which are successful, which can be economically implemented, and which will result in improved educational opportunities for the children of our country. Follow Through is such a program.

Chairman KILDEE. Thank you very much for your testimony, all three of you. It's been very, very good.

Several years ago, one of the Assistant Secretaries of Agriculture testified that the WIC program was too successful, that they hadn't realized how many numbers of women, infants and children out there were hungry and needed this program and, because it was too successful, it was suggested we cut back on the program.

I could never quite fathom that logic. Of course, a lot of illogical things took place in that winter of discontent beginning in 1981, when we had what was called reconciliation. Do you remember the term? I always thought reconciliation was something married people do when they have quarrels. That was certainly not an act of love that year when we cut back on programs in a drastic way.

I am one of the few who dug my heels in and would not even vote yes at all on any of the reconciliation programs that year, because it was a lousy year for people. This program, apparently, is successful. I don't know anyone who would testify that it's not successful.

I want to find some way to save a measly, by Pentagon standards, $7.2 million program. I believe in the program. Believing in it and having the information and the ammunition that you people of this panel and the panel before you provided is two different things.

This year, the pressure is really on. I am on the Budget Committee in addition to being on this committee and we have to get the deficit down to $64 billion, which means we have to find $36 billion to squeeze out of the budget, 36 billion.

Before today, I was determined, but now I am even more determined, to make sure that that $36 billion does not include any Follow Through money. They can squeeze it out of somewhere else. They can squeeze it out of some of those redundancies across the river in that five-sided building. I think that's where I'll try to squeeze, anyway.

It is going to be a tough year, but those who sometimes wonder whether you can make a difference in government would have to agree that the two panels today have certainly done so by arming us with the information on Follow Through programs, whether they be in Mississippi or Kansas or Virginia or wherever.

Kids are being served with a minimum of dollars, really. I don't know how. You stretch those dollars pretty well. I don't think that anyone would find any $3,000 or $30,000 coffee pots in your programs or any $600 toilet seats that Cap Weinberger was trying to buy when he was Secretary of Defense.

What I find is that people like yourselves who testify or people who are in your profession will never be rich. I hope you live a fairly comfortable life, but you'll never be rich. You are in there because you really are dedicated to education and to kids. That dedication enables those dollars to go a long way.

I think we can better compensate our educators and still be careful with our dollars. I appreciate your dedication to the program and the fact you make this program so cost efficient. I don't think anyone is questioning that part of it. I certainly don't question it.

My job is going to be to try to make sure we reauthorize Follow Through and then go over to the Appropriations Committee. First

of all, we'll make sure the Budget Committee leaves room for this with some assumptions in the budget resolution and then it will go to the Appropriations Committee.

While I'm in kind of a philosophical, preaching mood today, I do have some questions, also. All of you touched pretty well on the whole idea of parenting. I find this very important in programs, that to the degree we can have parents involved, we can help kids by teaming together the professional educator and the parent.

Dr. Busch, you mentioned that parental involvement in Richmond in the Follow Through Program is greater than in other programs. Why is this so? Do you do anything specific or is it just that you reach out for those parents in some fashion?

Dr. BUSCH. Yes, I feel that that is the big impetus, the fact that we do reach out for those parents and Follow Through is an excellent vehicle to do it.

The other thing that I think has made for that kind of difference is the fact that, as you may recall originally, when Follow Through first was developed, we were in a position to have funds that would train parents, to enable them to become more productive in terms of either their job, employment or even to the point of going back to school to better themselves in terms of being more productive, at least from the standpoint of economics as well as education.

Many of the parents—that's one of the other things that I feel has been sort of a carry-over. Many of those original parents, we have testimonies where some of those parents who started off with Follow Through are now even teachers in the system. That kind of thing has carried over.

Others are believers. They see real life examples that these persons have been able to pull themselves up by the bootstraps and become positive and productive citizens, and they feel that that incentive is there and they would like to see it there.

So, yes, I do feel that has been sort of a carry-over to encourage that kind of a thing.

Chairman KILDEE. We very often talk about capital programs, capital investment programs that should be accounted for in a budget in a different way because they are long-term capital investments. Would you look upon the Follow Through program as an investment, this $7.2 million?

Do you think, in the long haul, that the Federal Government will recoup these dollars from this investment in children and parent involvement?

Dr. BUSCH. Again, most definitely. I don't want to hog this, but I would say most definitely.

Let me just cite something that was very touching to me as recently as this morning. I think it is most germane to our discussion here now. Prior to leaving Richmond, I was involved with about 35 parents in a meeting. It was very interesting.

There was in attendance a grandmother. She pulled me aside. She has been very regularly involved in some of our parenting activities. She pulled me aside and she simply said to me that she was very, very concerned and she wasn't feeling too well, so she wouldn't be able to stay the full meeting. I explained to her that I would be leaving, too.

The point that she made was simply this. We had a murder in Richmond last evening, a 17-year-old child that was shot in one of our project communities. She indicated that two of her grandchildren were victims of similar type slayings. She has one other grandson whom I assume to be in the Follow Through or at least at that age.

She simply said to me that she was here—at least in the meeting—with the idea that she was hoping that she could encourage her younger granddaughter, so this must have been a great-grandchild, to come out and get involved and to, quote, learn how to be a good parent so that that great-grandchild, the youngest one, would not be a victim as the other two that she referenced.

It was a very touching story and, sir, I was very interested in that because it really sort of gave me the kind of projection and impetus to come here today. I think in terms of the many types of testimonies out there that are very similar to that. I know that this parent has been very, very active in our Follow Through Program, this grandparent, anyway. This was one of the touching experiences that I had as recently as this morning.

Chairman KILDEE. The Ypsilanti School studies on Head Start indicated that this is a program that clearly, just from a fiscal point of view, setting aside education and morality, but from a fiscal point of view, actually saves the government dollars through dollars not being spent on remediation later or being spent on subsequent delinquency programs or incarceration.

Has a similar study been made of Follow Through?

Dr. RAMP. Gene Ramp. No. I guess I should start by pointing out to you that that study conducted, the Perry Preschool Project at Ypsilanti High School was developed by Dave Weickert who also sponsors a Follow Through model.

Chairman KILDEE. You mentioned that is the model you are using at your school.

Dr. RAMP. In fact, that's the model that Dr. Busch is using, as well. It just was coincidental that two people from the same model happened to be selected for this panel. It is all interconnected.

Follow Through, though, per se, has never had the funding. The Perry Preschool Project was funded through a collection of Federal, state, and private nonprofit funding, the Ford Foundation, Carnegie, there were lots of sources of funds for that. There has never been that kind of interest in Follow Through, in part, I think because it is not the big program.

I mean, that study was really geared to comment on Head Start, indirectly, at least. A lot of people have taken it as a direct statement on Head Start, although I don't think many of the kids actually were in Head Start Programs, per se. The notion is preschool does make a difference.

What it didn't say, because the data were never collected, is that most of those kids were also part of Follow Through. We know, without collecting the hard data. I was at a graduation at PS 77 in the South Bronx a couple of years back. Their third grade Follow Through graduation class had a speaker who was a sophomore or junior at Cornell who had graduated from the Follow Through Program some 15 years earlier.

This is a kid from the South Bronx. The odds against him were probably eight or nine to one that he would either be in jail or on drugs or dead by that age, but here is, a college sophomore or a junior back speaking to a group of Head Start kids.

We've got hundreds and hundreds of examples of things like this, but there has never been the capability to put it together in any meaningful data base.

Chairman KILDEE. It is interesting that very often, in the world of finance, steps are taken to protect one's investment. The Perry Preschool Study indicated that this was an investment.

It would be interesting to have a separate study to show that Follow Through does tend to protect that investment by following through. How do we protect that investment and how well does it serve us to protect that investment? I'm sure we could derive some objective data if a study were made on that.

Dr. ADAMS. If I might comment on that?

Chairman KILDEE. Sure.

Dr. ADAMS. In my written testimony, where we were comparing our Follow Through children with the non-Follow Through children, the achievement test scores, we do take Head Start children into Follow Through, but we can't serve all the Head Start children, so some of the children who unfortunately were on the low end were Head Start children, but the gains made in Head Start had not been continued because they weren't a part of Follow Through, and we think that's important.

Chairman KILDEE. That would indicate that a study would probably bring us the same information, that Follow Through is a means of protecting our investment in preschool education.

The hearing has been very, very good today. We do, as I say, benefit from these hearings. It helps the program. We will leave the record open for ten additional days or two weeks for the inclusion of any additional testimony.

I look forward to working with the three of you, as I do with the previous panel. This is the beginning of a relationship. We may be calling upon you specifically in the future, both before the reauthorization and after that. You are on our list of resource people now.

So, I want to thank you very much and, with that, we will stand adjourned.

Dr. ADAMS. Thank you, Mr. Chairman.

Dr. BUSCH. Thank you, Mr. Chairman.

Dr. RAMP. Thank you, Mr. Chairman.

Chairman KILDEE. Thank you.

[Whereupon, at 3:55 p.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

STATEMENT OF CONGRESSMAN MAJOR R. OWENS
ON THE REAUTHORIZATION OF THE FOLLOW THROUGH PROGRAM

February 21, 1990

I appreciate this opportunity to express my enthusiastic support for the reauthorization and expansion of the Follow Through program.

The Follow Through program sponsored by the Bank Street College of Education at PS 243 in the Bedford-Stuyvesant neighborhood of my congressional district has made an important difference in the lives of the children and families it serves. Approximately 450 low-income youngsters enrolled in kindergarten through third grade are served at PS 243; about 80% of them previously participated in Head Start, Project Giant Step, or other comparable pre-school programs. Follow Through has enabled these children to maintain and strengthen the gains they made in pre-school and has helped PS 243 to become a successful school in an extraordinarily difficult environment. More than 70% of its students continue to achieve at or above grade level on city-wide tests at the second grade.

Through a rich curriculum, Follow Through students at PS 243 are encouraged to use language, writing, drawing, and other forms of representations to communicate their understandings to each other and to the adults who work with them. Recognizing the importance of experience to the healthy development of children, the curriculum attempts to provide first hand experiences that allow children to expand their understanding of the world. Follow Through students, for example, have been active participants in anthropological digs at the nearby Weeksville Houses, one of the oldest free African-American communities in the United States. Artifacts collected by the children have become part of a mini-museum which is maintained at the school.

Follow Through has also dramatically strengthened the involvement of parents and other family members in the education of the school's students. On a recent night last month, more than 270 fathers and father surrogates came out with their children to participate in "Fathers' Night" at the school. "Grandparents' Day" brings out hundreds of grandparents to the school every year to visit with their grandchildren and participate in other events.

Follow Through and other staff have also made many efforts to address the serious, unmet health and social services needs of many of the school's students. The effects of the "crack" epidemic on this neighborhood have been devastating. Many children live in formal, as well as informal foster care situations because their parents have died or are unable to care for them. Some teachers try to address the unique needs of these and other students by making home visits accompanied by the Follow Through neighborhood worker; other teachers show their special concern for these children and families in other ways. The program sponsor and the principal of PS 243 have also been active in trying to locate alternative sources of funding for the special health and social services the children need but do not now receive. Many of these services had been provided through the original Follow Through program, but are now no longer encouraged by the Department of Education because of the program's very limited funding in recent years.

The impact of the Follow Through program at PS 243 has been felt both throughout the New York City school system and nationwide. Many educators and education professionals visit the school every year to see the Bank Street approach in operation. The program has also produced some of the key leaders of New York's early childhood community. Dr. Evelyn Castro, a former staff developer at the school, is now the Director of the Early Childhood Education Unit of the City Board of Education. A former director of the program, Mrs. June D. Douglas, is now the coordinator of the Board of Education's Project Giant Step pre-school program. There are professionals throughout the school system who have been significantly touched by Follow Through and who continue to carry Follow Through's important message about the need for integrated, comprehensive programming in the education of young children.

In these and other ways, Follow Through has made an essential contribution to the education and development of thousands of disadvantaged children in Brooklyn and throughout the nation. I urge you to reauthorize and expand Follow Through so that many more children can benefit from the unique services it has to offer.

The University of Arizona
College of Education
Tucson Early Education Model (TEEM)
Follow Through Sponsor
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Follow Through:

Unique Community Based Education Programs for Children "At Risk"

Dr. Alice Paul and Dr. Amy Schlessman-Frost

The University of Arizona

We have prepared the following summary to help clarify Follow Through's purposes and offer a vision of its leadership role in educating young children in our democracy in the next five years. The primary goal of the Follow Through Program is "to develop knowledge about various educational practices that can assist low income children in developing to their full potential." Follow Through is distinguished by its **comprehensive** services. It is a community based educational approach emphasizing parents' democratic participation with the schools in their children's education.

Follow Through's goal, to improve the school performance of low-income children in kindergarten and primary grades, may sound similar to other compensatory education programs, but the distinctive Follow Through approach is its method. The best way to explain the importance of method is the popular adage," Give a man a fish and he eats for a day. Teach him how to fish and he eats the rest of his life." The overall Follow Through strategy

is to work with a community to teach all those participants in education, the families, teachers/educators, and children, how to succeed in school.

Some concern has been expressed that Chapter 1 and Follow Through duplicate efforts. There are several distinct differences between Follow Through and Chapter 1 in terms of purpose, method, and direct services.

The purpose of Chapter 1 is remediation. Follow Through is a preventative approach rather than remediation. In the field of medicine, the benefits of prevention are clear, many ills can not be easily fixed and are best treated by avoiding the problem. Prevention is equally desirable in education. Effective Follow Through programs help prevent "failure" before it happens. The importance of community based prevention is recognized by other prevention areas for the 90's, particularly the War on Drugs. Follow Through can provide models for multi-level, comprehensive community based programs that are being sought in other human services.

Follow Through's impact on a child is provided in a cooperative manner with the teacher in the classroom, not as a pull-out effort. Recent research indicates that children "at risk" are not best served by taking them out of the "normal" classroom. Follow Through emphasizes integrated learning rather than isolated remediation.

Another comparison between Chapter 1 and Follow Through is that Chapter 1 has as its primary focus reading and math. These

elements are important; yet, they are only part of the total academic program. Follow Through, on the other hand, is a full time, comprehensive program which deals with each child's total needs.

The Follow Through Sponsors and sites have extensive experience in training. This puts Follow Through in a prime position to offer leadership in training school personnel and community volunteers to implement effective strategies for meeting the needs of children and their families. The current Follow Through emphasis on demonstration and dissemination is an effort not to hide these shining lights under a bushel. Follow Through, as individual sponsors and/or as a group, has the capability of demonstrating effective educational practices serving "at risk" children at every level and training personnel new to teaching.

Follow Through has already established cooperative relationships with existing community resources which extend rather than duplicate services provided for families. Follow Through can provide models for closer cooperative community efforts to maximize existing services rather than overlapping funding.

It might be helpful to view Follow Through investment in a community as seed money. Follow Through's relationship with a community might be planned to change over a period of time from strong federal support during the first few years to progressively more local financial responsibility with total

local support as the ultimate goal.

The combined twenty-two years of research based development of early childhood education approaches distinguishes Follow Through programs as models for comprehensive education for children "at risk." As a result of demonstration and dissemination efforts, educators will recognize this valuable resource and may avoid reinventing some wheels by utilizing this Follow Through training expertise. Follow Through will show its worth as a sound return on this federal investment in compensatory education.

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CULTURAL LINGUISTIC APPROACH/
FOLLOW THROUGH PROGRAM

To: The Honorable Dale E. Kildee, Chairman
Subcommittee on Human Resources
320 Cannon House Office Building
Washington, D.C. 20515

From: Naomi Millender, Director
The Cultural Linguistic Approach (CLA)/ Follow Through Project
Northeastern Illinois University, College of Education, Chicago Teachers' Center
3901 N. Ridgeway Avenue
Chicago, Illinois 60618

Re: Response from the director and reactions from various Follow Through participants from the Fuller Elementary School in Chicago to the Follow Through Congressional Re-authorization Hearings

Date: March 15, 1990

We recognize that too many of our nation's low-income children do not start school on an equal footing with their more fortunate counterparts. In too many cases, these children are members of families who themselves have suffered similar disadvantagement. The "Cycle of Disadvantagement" has helped to perpetuate a culture of poverty which continues to drain the human and material resources of our land.

Yet, a "glimmer of light" called the National Follow Through Program, has enabled many thousands of low- income Americans to utilize their schooling in order to successfully break through this "cycle of disadvantagement".

Follow Through children graduate from the primary grades (K - 3) and literally "disappear" into the school mainstream because many of the tell-tale signs of disadvantagement which they would have carried for life have been eradicated. All of our evidence indicates that:

(1) Follow Through children are among those who stay in school longer and graduate,

(2) Follow Through children leave primary grades with more behaviors that intermediate teachers reward,

(3) Follow Through children (and their parents) have a better appreciation for the ro of schooling in their lives and strive to make the most of it, and

(4) Follow Through children eventually become productive and positive American citizens.

Follow Through has offered children and their families a positive vision of their chances to succeed within our society. Success breeds success, and Follow Through childrn are successful from the early grades.

Follow Through re-organizes the schooling that low- income children receive in order to give every child an equal opportunity to learn. The negative behaviors of low-income socialization are replaced by more positive behaviors.

Follow Through understands the often hidden effects of poverty, and helps teachers, administrators and parents to recognize these effects and teaches them how to deal effectively with them in a positive and constructive manner.

With the attention of the nation now focused on early childhood education, let us *not* forget that children need comprehensive and/or preventive programs throughout their kindergarten and primary grades (K-3). One year or two of a pre-school, as all the research indicates, is a correct beginning. But it is only the start.

The Staff of the Fuller Demonstration School in Chicago, site of the ***Cultural Linguistic Approach /Follow Through Project's*** *demonstration school and the Follow Through Parent Committee stand ready to respond in whatever manner to the much -appreciated attempt to re-authorize* ***Follow Through.***

Signed,

Naomi Millender

Naomi Millender - Director

The Cultural Linguistic Approach/Follow Through Project

The Cultural Linguistic Approach/ Follow Through Project - Fuller School, Chicago, Illinois:

The Fuller Demonstration School in Chicago, site of the CLA Follow Through Project, would like to suggest that some of the funds set aside or earmarked for early childhood education programs be put into the Follow Through programs. Children make great gains in Head Start and in other pre-school educational programs. We do not want our children to lose this great start. Thus, additional funds can and should be invested in programs, such as Follow Through, which *continue the children's gains* and which result in additional progress with other programs initiated at the pre-school or Head Start level.

The first , second and third grades are vitally important. It is the time when children begin to *synthesize information* learned previously. To ignore children at the most crucial developmental period in their schooling is a travesty! Educators everywhere understand the great importance of the primary grades. We must pass this understanding on to our Congressional representatives.

When you walk into the front door of a Follow Through classroom, you know right away that something special is going on here. Children are actively engaged in learning because their classroom is set up to promote the skills, and not to penalize children whose school behaviors often do not "match" the ideal which teachers were taught in college. My vision for the future of Follow Through is for this whole program to be throughout the school. I want it apparent that something special is going on when someone walks into the front door of the school building.!

From,

Follow Through Teachers and Teacher Aides
The Fuller Demonstration School- Chicago
4214 S. St. Lawrence Avenue
Chicago, Illinois 60618
(312) 548-7610
Mrs. Bettye Turner, Master Teacher/ School Coordinator

Responses from CLA/Follow Through Parents - Fuller School, Chicago, Illinois:

"I can truly visualize a future because of what the Follow Through Program has done for me as a parent. I used to stay home and watch the "soaps" when my children would go to school. One day, the program called me and told me to come out and help. For some reason I did. When my children saw me in the classroom, they were so proud. They begged me to come back. Now, I am a regular school volunteer. Last year I started classes at the (local) Skills Center. One day, I hope to maybe be a teacher aide."

"The Follow Through Program lets children see things they have not ever seen before. It gives hands-on experienc e. Children and parents learn how to make everyday living a little better."

"I hope that we can make the **whole school** the kind of place the Follow Through primary grades are. I want my children to get this kind of program all the time they are in this school, and not just start at grade 3."

"Since being a volunteer Follow Through Parent, I have become a teacher in my own neighborhood. The kids used to call me "mean" because I make them open up their books after they come home from school. Now we have "school" in the yard or on the porch. Thank God for what I have learned in this program!"

From,

Various CLA Follow Through Parents at Fuller School in Chicago, Illinois

Testimony from **Bernice Starks**, Follow Through Parent:

I Bernice Starks, Being a member of the Follow Through program for 5 years, do hereby give my testimony:

I do thank you God for people who care, and when they thought about a program such as the Follow Through Program it was indeed a blessing from the Lord. The program has not only helped our children that are below grade level, it also helped our parents to understand how to help their children in the academic area. The program is not only a learning experience, it's also fun. With workshops for our parents about the learning process. I've also been a parent peer tutor since Sept. 1989 , and in that time I've learned how to teach a child, and to run a classroom in any order. I enjoy the Follow Through Program, and hope for the better that it never ends.

I would like to be a Follow Through member until I'm a grandma. Mrs. Bettye Turner, and Naomi Millender are the greatest.

Sincerely,
Ms. Starks

Bernice Starks

SHIRLEY NEWTON -MARSHALL
TESTIMONY

I, **Shirley Newton-Marshall** am a *Parent Peer Tutor at Fuller School*, and a *Follow Through parent volunteer*. At Fuller School we have the Follow-Through Program. One out of two schools in Chicago with this program and where the parents are able to do more in-put . There are 8 of us (Parent Peer Tutors) and it is great that we all are able to do more than just tutor children who are below grade-level. It feels so good to get up in the morning and look forward to a one-on-one with whom the teachers don't have the time to work with, because of his/her classroom size. This program is very important to the children and the parents and believe me, it's working and I would like to see it continue.

Shirley Newton-Marshall

The testimony
of
Shirley Newton-Marshall
Fuller School Follow Through Program
4214 South St.Lawrence
Chicago, Illinois 60653

TESTIMONY (March 1, 1990)

I, Partricia Ann James have been with the *Cultural Linguistic Approach / Follow Through Program* for 2 years as a Parent Volunteer. I believe in the program because it has helped me and my three children in every way possible. This program is very helpful to all the children that are in the program. Melville Fuller School is located at 4214 South St. Lawrence . It has a Follow Through Demonstration Resource Center and classrooms for the Follow Through children, plus an Achievement Center which I work in to help the non-Follow Through children who are below grade level. I believe that the skills in the Achievement Center are very helpful to the children. We, also use our Black Theme, Black History manual for every month. We continue to create assembly to help them learn their culture.

Signed,

Patricia Ann James
Fuller School Follow Through Program
4214 S. St. Lawrence Ave.
Chicago, Ill. 60653

My name is **Judith Riggins**. I have been a **Cultural Linguistic Approach/Follow-Through** instructor for more than one-half of a decade.

During this period, I have seen children grow into highly intelligent "thinking machines". The program is beautiful...children learn to be proud of their heritage...self esteem flows as the children learn their greatness. Parents are active partners in the learning process. Children are scoring 1 1/2 years above grade level (measured by the I.T.B.S. - The Iowa Test of Basic Skills). I love this program . Teachers are more than educators in Follow-Through, they are family. Love is deeply ingrained into the program. Parents and teachers know each other on a first - name basis. Learning is continous for all invloved ... many Saturdays are spent at parent/teacher workshops. We even have "retreats" .

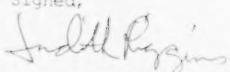
I have found learning to be fun in the **Follow Through Program**, people are kind. Learning Black Americans' history is great, self-esteeming! WOW!!!, I love this progam ... I get excited just thinking about it. Fun! This program is a lot of fun.

This program makes several things clear. First it proves that there have always been talented, imaginative, and courageous Black people who could overcome the special roadblocks all Blacks face . This program shows that Blacks have accomplished so very much, as well as disproves the ugly prejudices that have plagued Black Americans for so long. This also inspires Blacks who are at the bottom of the ladder to strive for achievement. The second thing this program "Follow Through" shows is that individual Black achievement itself, whether it be the discovery of new uses for a common vegetable, the building of a great educational institution, the setting of an Olympic record, or the writing of a beautiful poem., is always a kind of double-triumph. *Follow Through* teaches that each of these achievements have also been a milestone on the long journey of Black Americans to a full inclusion in our national life. Third, Follow Through teaches that 'ALL CHILDREN CAN LEARN' .

Riggins' Testimony - Page 2

Follow Through believes that one must know where he/she came from to better understand where he /she is going. I love this program. Follow-Through has made a "believer out of me".

Signed,



Mrs. Judith Riggins, Teacher
Chairperson of Intermediate Dept. (Grades 3-6)
Fuller Elementary School
4214 S. St. Lawrence Ave.
Chicago, Illinois 60653

CHIQUITA ANN WALKER
CULTURAL LINGUISTIC APPROACH

I, **Chiquita Ann Walker** , am a new parent in the **Cultural Linguistic Ap Follow Through Program** at Fuller Demonstration School ,located at 42 South St. Lawrence in Chicago, Illinois. My children and I have enjoyed being a part of this program. I love helping the children at the school. . Since September 1989 I've been involved in trips, and assemblys. I love the program..

Signed, Chiquita ann Walker

Chiquita Ann Walker - Volunteer Parent
Fuller School Follow Through Project
4214 S. St. Lawrence Ave.
Chicago, Il. 60653

February 26, 1990

Testimony of *Melody Owens*, Chairperson of The Follow Through Parent Committee, Fuller School (Chicago, Il.)

I, **Melody W. Owens a Parent Peer Tutor here at the Fuller Elementary School**, feel very special and thankful to be a part of this positive natured Program. At first I too was a Follow Through parent volunteer, only to become what I am today - a parent peer tutor who works with all of the primary children in our school. Through my experience, I have learned various techniques on the basis of education. By attending workshops, reading the literature and observing on my own. My perception now is that all children can learn. Presently I have two daughters enrolled in the Chicago Public School System. Nekia, a first grader here at Fuller, is also a Follow Through student and currently on the honor roll. Tiffany attends another school in our district. She is the child I was and still am concerned about. Still with the fundamentals I have learned in tutoring a child I am able to help her. Even with more patience now, and less stress.

There is great advancement and progress toward every student that comes thru this program. Furthermore I am the Chairperson of the Parent Committee for the Fuller Follow Through program.

Signed, Melody Owens

Melody Owens - Chairperson
Follow Through Parent Committee
Fuller Elementary School
4214 S. St. Lawrence Ave.
Chicago, Il. 60653

April 3, 1990

To whom ever this may concern, I am a concern parent, with a child in the CLA program, This program has really helped my son, I am so proud of the counselors in charge, They have taken time out to work with these children.

My son looks forward in doing the work assignments, He enjoy reading the books. So I urge whos ever in charge PLEASE keep this program alive. It has helped so many of our children, and we thank you. PLEASE keep this program alive.

Patricia Witherspoon
FULLER SCHOOL PARENT
CHICAGO, ILLINOIS

Patricia Witherspoon